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ABSTRACT

The document contains nine papers reporting the effectiveness of Project Employability, a program to demonstrate and evaluate a training model providing job site training, advocacy, and long term followup for severely disabled individuals. In "Job Placement and Follow-Up of Moderately and Severely Handicapped Individuals--An Update After Three Years," P. Wehman, et al. describe results of a 3 year job placement project in Virginia which served 63 clients. Among findings reported in "Cost Benefit Analysis of Placing Moderately and Severely Handicapped Individuals into Competitive Employment" (M. Hill, P. Wehman) is that in less than 3 years the efforts of Project Employability have returned funds to the tax base. "Disincentives to Employment in the Disability Benefit Program" (W. Revell, Jr.) reviews and analyzes the supplemental social security income system for severely disabled individuals. "The Job Placement Process--Implications for Severely Disabled Individuals" is the topic of a paper by P. Goodall, et al. Another paper by M. Hill, et al. titled "Considerations for Replication of a Job Placement Program for Severely Disabled Persons" offers a list of guidelines and criteria for evaluating the viability of a program and its location for competitive employment. Problems which interfere with potential employability are considered in "Facilitating Employment for Moderately and Severely Handicapped Youth--Overcoming Problems in Secondary Programs" (P. Wehman, et al.). A case study of two moderately retarded adults in a social interaction training program is presented in "Improving the Social Interactions between Moderately Retarded and Nonretarded Coworkers--A Pilot Study" by J. Stanford and P. Wehman. An eighth paper (by M. Hill, et al.) describes "Strategies in the Follow-Up of Moderately and Severely Handicapped Competitively Employed Workers." Results culled from 239 supervisor evaluation forms are reported in the final paper--"A Three Year Analysis of Supervisor Evaluations of Moderately and Severely Handicapped Workers" by M. Hill and B. Bruff. (SB)

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VOCATIONAL TRAINING AND PLACEMENT OF SEVERELY DISABLED PERSONS

Project Employability - Volume III

1982

Edited by: Paul Wehman, Ph.D.
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Project Employability

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Mark Hill, M.S.Ed.

Virginia Commonwealth University
Richmond, Virginia

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Paul Atkinson, Jill White, Jay Lazier and Pam Pendleton of the Virginia Beach adult service system have been irreplaceable for administrative and programmatic support of the competitive employment project. Their energy and dedication has made the first replication site a well accepted success.

The grant development and review personnel of the U. S. Department of Education, Division of Rehabilitation Services Administration are commended for recognizing the vocational potential of severely disabled persons and for the committment of resources in establishing a viable model. The continued financial support of this agency during a period of extreme cutbacks supports their committment to the vocational and community integration of the severely disabled population.

Peggy Gould, Randy Shipman, David Johnson, Bonita Pennino, Jennifer Horton and Carolyn Woodson of the Henrico Adult Service System have each contributed vital transitional components in the training and placement of the Henrico county disabled citizens.

We thank Suzanne Creasey of Virginia Commonwealth University for her interest and professional recommendations.

We would especially like to acknowledge Janet Hill for her continued foresight, creative programming input, and her pragmatic optimism concerning the severely disabled.

Most importantly we acknowledge the employers, supervisors and coworkers of the 35 plus competitive companies that have been courageous, resourceful, and flexible enough to recognize the often hidden wealth of

the disabled population as a significant work force resource.

Finally, we want to thank all of those persons, too numerous to list here, who have promoted the creative vocational programming necessary to integrate and help work activate a population that in the past had few chances for community job placement.

Paul Wehman
Mark Hill

Preface

Human service programs in this country are under mounting fiscal pressure. The need for careful documentation and evaluation of program effectiveness is crucial. We are faced increasingly with requests from the media, legislators, and parents to demonstrate cost effectiveness and long term sustained progress of service delivery efforts. Unless we as professionals are prepared to answer these requests with reliable and valid data, human service programs for handicapped individuals will be critically reduced in funding level or cut altogether.

It is our belief that job placement into competitive employment of severely disabled people is potentially one of the most powerful means to demonstrate long term cost effectiveness as well as significant increases in client independence and self-esteem. The efforts of Project Employability over the past three years have been directed at demonstrating and evaluating the efficacy of a training model which provides job-site training and advocacy by staff. The project has minimized the use of government subsidized employment, i.e., CETA funded positions, and instead utilized funds for staff to provide training, advocacy, and long term follow-up for clients.

This has been a successful project. We have replicated our efforts in Richmond into Virginia Beach and will replicate the model in at least two other parts of Virginia before our funding comes to an end. The "fall-out" of our efforts to other programs has been significant and positive.

In this third volume we seek to provide readers with an update of client placements and progress after three years. The first paper concentrates on presenting these data. Equally important are some of the insights and conclusions which we've drawn based on these efforts. A

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detailed cost benefit analysis is provided in the next paper. Other papers involve topics such as descriptions of the actual job placement process and solutions to difficult placement problems, guidelines for initiating job placement programs, techniques for improving follow-up of clients who are employed, and an analysis of supervisor evaluations over a three year period.

The emphasis of this volume is clearly on sharing with readers our accumulated data as well as a synthesis of our experiences. We truly welcome requests for assistance as well as information and comments about similar programs occurring in different states. We are now in a time in which quality human service programs must be disseminated and must provide high visibility to the public. Only frequent communication among professionals and service providers will facilitate this visibility.

Paul Wehman
Mark Hill

Monograph Authors and Project Staff

Nancy Barrett, Job Coordinator

Ms. Barrett is presently a Job Coordinator for Project Employability providing direct on-site training and advocacy for approximately 15 clients. Nancy received a B.S. in Occupational therapy in 1974 and an M.Ed. in Special Education in 1980 from Virginia Commonwealth University. Her past work experiences include 3 years as a therapist for a regional program serving physically handicapped children, and recently with adults and adolescents in a local psychiatric hospital setting. Internship experience as an occupational therapy student included extensive work with both children and adults in both acute and chronic care settings. Other field work experiences have included working with mentally handicapped individuals in both an institutional and public school setting. Nancy's career interests include advocating for public school programs for the handicapped to become more functionally based.

Joyce Bollinger, Administrative Assistant

Ms. Bollinger has been an integral component of Project Employability for two years. Her daily clerical and administrative routine requires flexibility, stamina, and a special talent in smoothing out the rough edges associated with large organizations. Ms. Bollinger has 20 years experience in various competitive enterprises and provides objective input concerning the employment of disabled persons. Joyce has a special interest in helping parents become aware of existing programs for the handicapped and advocating for successful model programs not yet widely adopted.

Valerie Brooke, Job Coordinator

Valerie Brooke, in addition to maintaining her Job Coordinator position with Project Employability, is currently augmenting her studies at Virginia Commonwealth University. Ms. Brooke's professional experiences include direct service and supervision of community residential programs, and the development and implementation of transportation and respite care programs for disabled individuals and their parents. Current interests include developing techniques and curriculum for the community at large to better educate the lay person about the abilities of handicapped persons.

Barbara Bell Bruff, Research Specialist

Barbara Bruff received a M.S. in Psychology from Old Dominion University and an A.B. in Education at the University of Michigan. As a research specialist for Project Employability Barbara was involved in data analysis utilizing statistical computer packages for the social sciences. Additionally Ms. Bruff provided direct service job site training for Project Employability clients. She is presently working with the Powhatan County, Va. public school system.

Paula Cleveland, Replication Site Coordinator

Paula Cleveland is the Virginia Beach Replication Site Coordinator. Her major duties involve implementing Project Employability's job placement, training and advocacy program model at the Virginia Beach Vocational Center. She holds an M.S. degree in Rehabilitation Counseling from Virginia Commonwealth University and a B.S. degree in Special Education from Madison College. With 5 years of special education teaching experience, she joined the Project Employability staff in July, 1980. Additional career interests include the development of leisure programming for first time competitively employed disabled persons.

Patricia Goodall, Placement Coordinator

Patricia Goodall, M.Ed. (University of Virginia), has been with Project Employability for three years, functioning during the past year as the placement specialist. Earlier work experience includes speech therapy at a state residential facility for the mentally retarded, as well as an association with the formation of a leisure skills curriculum for the developmentally disabled. She is currently pursuing post-graduate studies in the area of counseling families with handicapped members.

Mark Hill, Project Coordinator

Mark Hill, M.S.Ed., Northern Illinois University, has been associated with Project Employability for nearly three years. Previous experiences include supervision of a multihandicapped public school and coordination of a behavioral program team in a community residential program for the mentally retarded. Current career interests include developing inter-related vocational transition paradigms between public schools, adult service systems and competitive employers. Mark is currently studying information systems and is interested in utilizing computer technology for educational purposes.

Pam Pendleton, Matching Job Coordinator

Ms. Pendleton is the replication site matching Job Coordinator for the Virginia Beach Vocational Center. Pam works directly with the replication site coordinator for Project Employability. She is responsible for on-site job training and follow-up services, problem solving of barriers which hinder employment or job retention, and advocacy for the client. Pam assists the project coordinator in matching the appropriate job to the needs and abilities of the client. Ms. Pendleton received her B.S. degree in Psychology from Virginia Polytechnic Institute and has previously worked with the mentally handicapped for four years. Current career interests include sex education and child care training for disabled persons.

J. H. Pentecost, Jr., Job Coordinator

Buck has worked with Project Employability for over two years. Currentl he is responsible for training new clients on the job, and providing follow-up services to a number of clients who are relatively independent at work. Buck recently served as a consultant to the Virginia Department for the Visually Handicapped on training the retarded blind, and is nearing completion of his M.Ed. degree. His career interests include real-life adjustment of the developmentally disabled, and applying the art of written communication within the field of services to the handicapped.

Grant Revell, State Planner, Virginia Department of Rehabilitative Services

Grant Revell has received an M.S. in Rehabilitation Counseling and an M.Ed. in Special Education at Virginia Commonwealth University. Previously Mr. Revell was liason between the Virginia Rehabilitation Department and the local public school system. Recently as a specialist in developmental disabilities and currently as a state planner for the Department of Rehabilitative Services, Mr. Revell has exhibited an ongoing and relentless interest in establishing viable competitive work programs for the severely disabled.

Paul Wehman, Project Director

Paul Wehman has been at Virginia Commonwealth University for almost six years and is currently an Associate Professor of Special Education. His research and inservice interests include educational programming for the severely and profoundly handicapped, vocational training and placement, and leisure skill training for the developmentally disabled.

JOB PLACEMENT AND FOLLOW-UP OF MODERATELY AND SEVERELY HANDICAPPED INDIVIDUALS: AN UPDATE AFTER THREE YEARS [1,2]

Paul Wehman Mark Hill Patricia Goodall Paula Cleveland

Nancy Barrett Valerie Brooke Julian Pentecost Barbara Bruff

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[1] This report was supported by Virginia State Department of Rehabilitative Service Innovation and Expansion Grant Funds and partially supported by a Special Project from the U. S. Department of Education, Office of Special Education and Rehabilitative Services.

[2] We also want to acknowledge and thank Janet Hill, Grant Revell, Paul Bassett, James Cook, Dorothy Columbus, Stefonia Paul, Pam Pendleton, Paul Atkinson, Stephanie Edmondson, Bonita Pennino, Peggy Gould, Paul Sale, Linda Trimmer, and Karen Brown for their help in making the project successful.

Abstract

This paper describes the results of a three year job placement project for moderately and severely handicapped individuals in Virginia. This project developed a training and advocacy approach to placement which involved client training by staff at the job site. Advocacy with coworkers and employers by staff also took place. All clients were paid by employers as part of the regular work force. Although the project is still on-going as it seeks to replicate training and placement procedures throughout Virginia, at the three year point 63 clients have been placed, with 42 currently working for a retention rate of 67 percent. These individuals have collectively earned $265,000 and paid well over $26,000 in state and federal taxes. Moreover, most of these clients had long records of exclusion from non-sheltered and even sheltered work as they were viewed by professionals and parents as "realistically unemployable". This report highlights the major characteristics and conclusions which we have drawn from our efforts to this point.

Job Placement and Follow-up of Moderately and Severely Handicapped Individuals: An Update After Three Years

The job placement of moderately and severely handicapped individuals has begun to receive serious attention within the past several years. As it has become increasingly evident that adult day programs (Bellamy, Sheehan, Horner, & Bates, 1980) and sheltered workshops (Whitehead, 1979) are not necessarily the only vocational alternatives for moderately and severely handicapped people, efforts have sprung up to initiate and evaluate nonsheltered competitive employment as a less restrictive option.

In one recent program Clarke, Greenwood, Abramovitz, and Bellamy (1980) provided a demonstration of how moderately and severely handicapped youth might be placed into summer jobs which would facilitate their eventual long-term competitive employment. Teas, Bates & Maurer (1981) have also demonstrated the successful aspects of competitive employment with a small number of school-age trainable retarded youth.

Clearly, one of the most productive lines of research in the nonsheltered competitive employment area has come from Rusch and his colleagues. Numerous studies have been completed which address improving client attending skills while at work (Rusch, in press), the use of social and token reinforcement strategies (Rusch, Connis, & Sowers, 1979), transportation to and from work (Sowers, Rusch, & Hudson, 1979), compliance training (Rusch & Menchetti, 1981), and time-management in a vocational setting (Sowers, Rusch, Connis, & Cummings, 1980). Most recently, a cost-benefit analysis has been completed on the approximately 20 moderately and severely handicapped workers who are or have been employed (Schneider, Rusch, Henderson, & Gieske, 1981). This analysis provided a framework from which to document the relationship between cost and benefits of these efforts.

Although it is apparent that there is much more attention currently focused on nonsheltered competitive employment of the moderately and severely handicapped, it is equally evident that the sample size has been very small in most reports (e.g., Brickey & Campbell, 1981) and the long term (over years) tracking of these workers has been infrequent or nonexistent.

Since 1978 we have been conducting a demonstration project, known as Project Employability, which has concentrated on the job placement, job-site intervention, and follow-along of moderately and severely handicapped individuals. The relative success of this project has been documented previously (Wehman, J. Hill, & Koehler, 1979 a;b Wehman & J. Hill, 1979; Wehman & M. Hill, 1980; Wehman, 1981), and it is not necessary to review these efforts again. Essentially, a trainer-advocacy model of intervention is applied at the job-site which involves a staff person assisting the client in the initial adjustment period of employment. Gradually, the staff person reduces the amount of time spent at the job site as the client becomes more independent and secure. We feel, however, that it would be beneficial to provide an interim report on the number of individuals placed, their success (failure) rates, the wages they've earned, absenteeism, etc. and also to draw some conclusions from our findings at this point. It is important to note that the population involved in this effort is primarily trainable level mentally retarded or multi-handicapped.

Job Placement Results: An Interim Report

Characteristics of Client Pool

In three years we have made 75 placements into competitive employment, of which sixty-three individuals have been involved.[1] These clients were drawn from a pool representing adult activity day programs for the mentally and physically handicapped, sheltered workshops and work activity centers, rehabilitation counselor referrals, parent referrals, and periodically secondary

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[1] In a number of cases the individual may have lost his job or resigned only to be placed again into a different job.

public school programs. As the information presented in Table 1 indicates, most of the individuals we have worked with are labeled moderately retarded or exhibit multiple handicaps with the primary diagnosis being mental retardation and secondary diagnosis physically handicapped or behaviorally disordered. The average age is just under 30 years old; IQ scores in most files were either not available or at least five to 10 years old. The range of most IQ scores is in the 30 to 50 range. The majority of individuals have few, if any, academic skills but usually showed independence in self-care skills. A small number (five) were totally nonverbal. In most cases few individuals were placed with the understanding that they exhibited unacceptable social behavior although upon placement we often found that situational circumstances at the job site led to inappropriate social behavior. Probably, the single unifying theme among these clients is that in most cases they were considered "unemployable" or have "little work potential" by rehabilitation counselors, psychologists, teachers, or parents.

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Insert Table 1 About Here

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Number of Clients Placed and Retention Rate

A total of 75 placements have been made; however, of this total only 63 clients were involved. A number of individuals either lost their job, resigned, found the job eliminated, etc. and were therefore placed again in a different setting. The reasons for job changes are discussed in more detail below.

Considering the 63 clients place, a total of 42 are currently working for a retention rate of 67%. We believe that these rates compare very favorably with vocational rehabilitation rates of retention for the severely disabled (Revell, 1981) and with recent literature published concerning mildly

TABLE 1 - CLIENT INFORMATION SEPTEMBER 1, 1978 - MARCH 31, 1981

CLIENT NAME	Work Code*	POSITION AND HIRE DATE/STATUS CHANGE		MAJOR DISABILITIES	REFERRAL SOURCE	GROSS INCOME	FEDERAL INCOME TAX	STATE INCOME TAX	F.I.C.A.
1. Carl	PE	Dining Room Atten.	10-23-78	Severe MR, Non-verbal	Adult Activity Cen.	7387.58	591.01	140.36	502.36
2. Ned	T R	Grounds Attendant Pot Scrubber	10-23-78 03-23-79	Severe MR	Adult Activity Cen.	3945.90	315.60	74.96	268.26
3. Len	LO PE	Kitchen Utility Kitchen Util. Aide	11-07-78 05-28-79	Moderate MR	Rehab. Counselor	14707.00	1176.56	279.43	1000.07
4. Eric	PE	Elevator Operator	12-01-78	EMR, Spastic Quad. Speech Impediment	Rehab. Counselor	12946.97	1036.56	246.18	881.07
5. Jenny	PE	Food Svc. Worker	1-79	Moderate MR	Adult Activity Cen.	6271.00	501.68	119.14	426.42
6. Ted	PE	Food Svc. Worker	02-16-79	Moderate MR, Mild Sight Impairment	Adult Activity Cen.	13245.51	1059.64	251.66	900.69
7. Bonnie	R	Food Svc. Worker Dishwasher	03-05-79 9-80	Moderate MR	Adult Activity Cen.	9912.00	792.96	188.30	674.02
8. Sam	T	Dishwasher	03-19-79	Moderate MR	Adult Activity Cen.	6072.00	485.72	117.36	412.86
9. Bill	LO R PE	Kitchen Utility Dishwasher Kitchen Utility	03-23-79 05-25-79 08-17-79	Moderate MR, Speech Imp.	Adult Activity Cen.	11062.85	885.03	210.19	752.27
10. Terry	T	Food Svc. Worker	04-12-79	Moderate MR	Public School	1638.67	131.09	31.13	111.43
11. Rudy	LO	Food Svc. Worker	04-16-79	Moderate MR	Adult Activity Cen.	9122.84	729.83	173.33	620.35
12. Sara	T	Production Worker	05-14-79	Moderate MR	Sheltered Workshop	243.35	19.44	4.61	16.52
13. Paul	LO	Maintenance Ass't.	05-25-79	Moderate MR	Adult Activity Cen.	3031.00	242.48	57.59	206.11
14. Mary	T	Motel Maid	05-29-79	TMR, ED, Alcholism	Sheltered Workshop	998.36	79.86	18.96	67.86
15. Roger	PE	Maintenance Worker	06-25-79	Moderate MR	Adult Activity Cen.	12511.20	1000.89	237.71	850.86
16. Jack	R T	Pot Scrubber Dishwasher and Utility Aide	06-28-79 05-26-80	TMR, Profound Deaf, CP	Group Home	6388.23	511.06	121.37	434.40
17. Wayne	PE	Dishwasher	07-09-79	Moderate MR	Sheltered Workshop	9191.30	735.30	174.63	625.01
18. Joe	R	Hospital House-keeping	07-20-79	Moderate MR	Rehab. Counselor	3139.70	251.17	59.65	213.50
19. Tom	R	Food Service	07-24-79	Moderate MR	School Voc. Coun.	1017.00	81.36	19.32	69.16
20. Brian	PE	Line Runner	08-14-79	Moderate MR	Dept. of MH & MR	7360.00	588.80	139.84	500.48
21. Jeb	T	Porter	08-20-79	Moderate MR	Adult Activity Cen.	6800.00	541.00	129.20	462.41
22. Larry	T T	Dishwasher Main.Man/Dishwasher Bldg. Attendant Housekeeping	08-28-79 07-28-80 11-17-80 01-20-81	Mild MR, CP, Seizures	Rehab. Counselor	5707.91	456.47	108.42	387.99
23. Jeff	PE	Kit. Util. Aide	09-04-79	Moderate MR, Speech Imp.	Rehab. Counselor	7635.40	546.25	119.17	483.56
24. Lane	PE	Dining Room Atten.	09-15-79	Moderate MR	Rehab. Counselor	9784.45	782.76	185.90	665.34

* Work Code:
PE - Presently Employed
T - Terminated
R - Resigned
LO - Laid Off
PE,EN - Presently Employed in a Sheltered Enclave

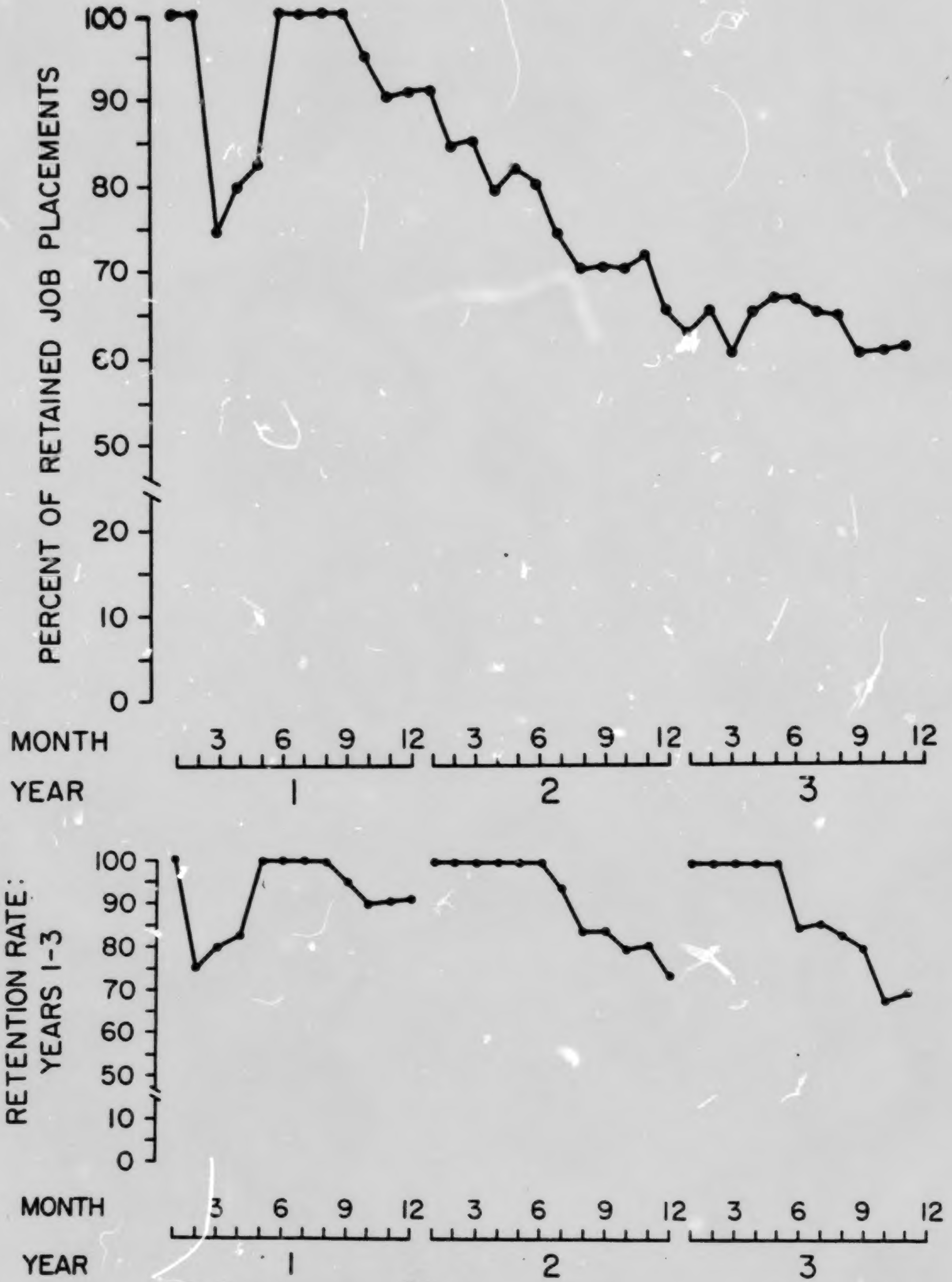
Continued:

TABLE 1 - CLIENT INFORMATION SEPTEMBER 1, 1978 - MARCH 31, 1981

CLIENT NAME	Work Code*	POSITION AND HIRE DATE/STATUS CHANGE		MAJOR DISABILITIES	REFERRAL SOURCE	GROSS INCOME	FEDERAL INCOME TAX	STATE INCOME TAX	F.I.C.A.
25. Rose	PE	Silverware Wrapper	09-25-79	Moderate MR	Rehab. Counselor	4405.65	352.37	83.69	299.52
26. Delbert	LO	Ticket Checker	12-04-79	Mild MR, Quadriplegia	Sheltered Workshop	995.10	79.61	18.91	67.67
27. John	PE	Food Service	12-31-79	Mild MR, ED	Self	5545.50	443.64	105.36	337.09
28. Bart	PE	Pot Scrubber Pot Scrubber	1-80 10-29-80	Moderate MR	Self	4308.40	344.67	81.86	292.97
29. Jesse	PE	Maintenance Ass't. Dishwasher	01-07-80 09-02-80	Moderate MR	Public School	3870.51	343.08	69.21	241.73
30. Stanley		Kitchen Helper	02-12-80	Mild MR, ED, Hearing Loss	Sheltered Workshop	6964.50	557.16	132.33	473.59
31. T. J.	R	Kit. Util Aide	02-25-80	Mild MR	Rehab. Counselor	3929.25	314.34	74.66	267.17
32. Dexter	PE	Kit. Util Aide	02-25-80	Moderate MR	Public School	7619.72	609.58	144.77	518.14
33. Bell	PE	Medical Clerk	0[illegible]-29-80	Mild MR	Rehab. Counselor	3662.00	292.96	69.58	249.02
34. Ruth	R	Dishwasher and Pot Scrubber	03-10-80	Moderate MR	Sheltered Workshop	4654.00	372.32	88.43	316.47
35. Babs	PE	Pot Scrubber	03-26-80	Moderate MR, Speech.Imp.	Sheltered Workshop	5294.90	423.59	100.60	360.05
36. Rob	R	Maintenance Ass't	04-07-80	Alchoholism, Arthritis, Hypertension	Rehab. Counselor	2982.20	238.58	56.66	202.79
37. Lisa	R	Dishwasher	04-07-80	Moderate MR	Adult Services Center	615.00	49.20	11.69	41.82
38. Ross	PE	Custodian	04-18-80	Mild MR, Behavioral Dis.	Adult Services Center	7852.80	628.22	149.20	533.39
39. Sue	R	Dishwasher	05-01-80	Seizures, Emotional Pro.	Rehab. Counselor	2934.75	234.78	55.76	199.56
40. Lyle	R	Food Svc. Worker	05-01-80	Mild MR, Schizophrenia	Adult Services Center	2484.00	198.72	47.20	168.91
41. Helen	PE	Dishwasher Bus Person	05-27-80 01-30-81	Mild MR, Speech Imped.	Rehab.Counselor/ Public School	1838.00	147.04	34.92	124.99
42. Karen	PE	Elevator Operator	07-01-80	Mild MR, CP, Speech. Imp.	Rehab. Counselor	5054.40	404.35	96.03	343.70
43. George	PE	Maintenance Man	08-27-80	Mild MR	County MR Services	4476.00	358.08	85.04	304.37
44. Ann	T	Pot Scrubber	09-15-80	Moderate MR	Adult Services Center	3105.00	248.40	58.99	211.14
45. Cheryl	LO	Dishwasher	10-22-80	Moderate MR	Sheltered Workshop	1088.14	87.05	20.67	73.99
46. Mickey	PE	Dishwasher's Aide	10-27-80	Moderate MR	Rehab. Counselor	1776.60	142.13	33.76	120.81
47. Gig	PE	Kit. Util. Aide	11-10-80	Mild MR, CP	Adult Services Center	2484.00	198.72	47.22	168.91
48. Roland	T	Pot Scrubber	12-02-80	Moderate MR	Public School	1077.12	86.17	20.47	73.24
49. Suzy	PE	Bus Person	01-0[illegible]-81	Mild MR, Schizoid Personality	Adult Services Center	973.25	77.86	18.49	66.18
50. Phil	PE	Utility Worker	01-08-81	Moderate MR	Adult Services Center	653.25	52.26	12.41	44.42
51. Melvin	PE	Dishwasher's Aide	02-02-81	Moderate MR, CP	Rehab. Counselor/ Public School	791.35	63.31	15.04	53.81
52. Joan	PE	Dishwasher	02-03-81	Mild MR	Rehab. Counselor	776.00	62.08	14.74	52.77
53. Cliff	PE	Kitchen Helper	02-12-81	Mild MR	Sheltered Workshop	896.00	71.68	17.02	60.93
54. Vivian	PE	Line Server	02-24-81	Moderate MR	Sheltered Workshop	205.91	15.47	3.91	14.00
55. Rocky	PE	Crew Person	02-27-81	Moderate MR	Sheltered Workshop	145.05	11.60	2.76	9.86
56. Heather	[illegible]	Assembler	03-01-81	Moderate MR	Sheltered Workshop	196.19	15.69	3.73	13.34
57. Tina		Assembler	03-01-81	Mild MR, CP	Sheltered Workshop	174.72	13.98	3.3[illegible]	11.88
58. Monroe		Assembler	03-01-81	MR, Schizoid Personality	Sheltered Workshop	175.35	14.03	3.33	11.92
59. Mark		Assembler	03-01-81	Mild MR, CP	Sheltered Workshop	152.04	12.16	2.88	10.33
60. Mac	PE	Maintenance Ass't.	02-09-81	Moderate MR, Legally Blind	Public School	427.12	34.17	8.12	29.04
61. Nicky	PE	Kitchen Helper	03-11-81	Moderate MR	Sheltered Workshop	315.90	25.27	6.00	21.48
62. Butch	PE	Janitor	03-25-81	Moderate MR	Sheltered Workshop	105.30	8.42	2.00	7.16
63. Veronica	PE	Hosp. Housekeeper	03-25-81	Mild MR, Speech Defect Schizophrenia	Rehab. Counselor	133.13	10.65	2.53	9.05
63 Clients		75 Placements			Totals	$265,268.42	$21,186.91	$5,011.70	$17,940.73

Figure 1

Percentage of Client Retention in Competitive Employment
Oct 1979 - Aug 1981



and moderately retarded food service workers (Brickey & Campbell, 1981).

In Figure 1 we have listed the percentage of retention of clients placed over the three year period. It is evident over the three year period that approximately two-thirds of the placements were retained. The bottom of Figure 1 indicates the retention rates for each year. They clearly follow a pattern of dropping to 80 percent retention by the end of each year.

Insert Figure 1 About Here

Absenteeism Rates

Absenteeism is defined as days off of work that are not formal holidays. We have carefully monitored days lost for our clients' job tenure and have found that their absenteeism rate is very low as evidenced by supervisors' evaluations (Goodall, Hill, & Hill, 1980). In an analysis of job failures for Project Employability clients, Kochany & Keller (1980) found that when absenteeism and tardiness were a problem it invariably had to do with faulty training in time concepts, failure to utilize public transportation effectively, and the unpredictability of a parent or friend who delivers the disabled person to work. There have been few cases of a client losing his job even in part due to the reasons mentioned above. Malingering has not been a significant problem with this population. Additional support for considering absenteeism rates a plus for hiring the disabled comes from the Virginia Employment Commission (1981) where an evaluation of employees in similar jobs indicates that nonhandicapped workers tend to exhibit higher levels of absenteeism.

Wages Earned by Employed Clients

A total of $265,000 has been earned by the clients in this program. Most are paid at the minimum wage or better for at least 30 hours per week.

These figures, as well as the taxes paid, are also listed in the bottom of Table 1. The "average" client who worked for at least a year based on our results made $4464; this compares favorably with the "average" sheltered workshop client at facilities in the United States who earns $414 a year (Whitehead, 1979).

Taxes Paid by Employed Clients

In evaluating the benefits of a competitive employment program, one of the most important aspects to consider is cost to the taxpayer. Many variables effect the financial balance sheet of public service programs and are often not readily accessible to the researcher. However, a program which places individuals into gainful work, who have never worked previously but who now pay taxes, should be considered attractive to the tax paying public.

Clients placed by Project Employability have paid over $21,000 in Federal Income Tax, $5000 in State tax, and $18,000 in F.I.C.A. contributions deducted from their earned income. Actual taxes paid will depend greatly on the client's individual situation as reported to the Internal Revenue Service. The fact remains that in addition to becoming a tax resource, as opposed to being a tax drain, these individuals are contributing to their future retirement and to the program which previously supported them, Social Security. Many positions also include fringe benefits such as health insurance, life insurance, vacation with pay, and sick leave; these benefits are relatively non-existent in vocational alternatives below the competitive employment level.

Characteristics of Three Year Findings

The purpose of this section is to describe the major characteristics and highlights of the placement, job-site training, and follow-up activities relevant to the individuals who are currently working. Within the points listed are suggested strategies for improving future efforts in this area.

Nature of Jobs

Most of the clients that have been placed work in utility positions in a variety of settings. In fact, individuals have been placed in over 40 different community job-sites since the project began. Utility work involves cleaning floors, sweeping, wiping tables, emptying trash, etc. The nature of this type of work is often considered menial and criticized as placing an unfair sterotype on the disabled worker, especially the mentally retarded (Davis & Rezeghi, 1979). We believe that there are several significant responses to these criticisms.

First, most of these individuals have never worked competitively before and their current job is an important initial step in establishing an employment history. Second, utility positions are high turnover jobs in Richmond, (Va); we are responding to the community employment needs. Third, many of the people we have placed need co-worker support at the job site. Occupations which require work isolated from others are not optimal for numerous severely mentally disabled clients because of mobility, academic, and communication deficits which can be overcome with support from co-workers.

It is significant to note, however, that our project has increasingly been moving into non-utility positions whenever possible. For example, some individuals operate freight elevators, others work in hospital laundry rooms and most recently, several clients have become employed at a manufacturing facility for medical equipment. It should also be observed that most of these clients had grossly inadequate career and vocational education programs in school and therefore had little idea of the type of jobs available, the requirements associated with different jobs, etc. The limitations and implications of this lack of preparation are further discussed in a later section of this paper.

Nature of Coworkers and Employers

When placement efforts began a little over two and one half years ago we were unsure of how nonhandicapped coworkers would respond to severely disabled coworkers. There had been frequent warnings of the impending resentments which would be directed toward clients. There had been warnings of harassment and ridicule which would impair retention of disabled employees. It was not suggested that coworkers might, in fact, become allies in supporting some clients.

After numerous placement, it has become apparent that the overwhelming attitude of coworkers is one essentially of indifference if the client performs his/her job acceptably. This is not to say that all coworkers feel this way since there are usually a small number of individuals who will take a special interest in helping a client or, sometimes equally important, communicating to staff how the client has adjusted. In fact, it is this small (usually one or two in a given setting) number of coworkers who can be the most helpful advocates to clients.

It might be noted, however, that there are negative attitudes which some coworkers have also exhibited and with which staff persons must help the client cope. These include:

- Coworkers, when initially seeing that the client appears slow, may fear that they will have to absorb extra duties that the new worker is having difficulty with initially.
- Coworkers may try to compare the client with a former worker in that position and have unreasonable expectations.
- Coworkers and the employer may be hesitant to communicate directly with the client.
- Coworkers may have an existing prejudice towards the client's disability.

Usually trainer intervention will facilitate these problems in the first few weeks, in most instances. It might also be observed that some of these similar events might also be likely to take place with any newcomer to a job site regardless of whether they were handicapped.

Employers have demonstrated several attributes which bear comment. The overriding point of importance to an employer seems to be that of worker competence and dependability. If the client can do the job acceptably, then the employer in most cases is satisfied. Unfortunately, some employers have sent out misleading signals to our placement specialists indicating, for example, a willingness to hire many more clients initially and then after several days or weeks, backing off considerably from such grand promises. Employers are significantly influenced by feedback from coworkers, their administrators, and consumers. Therefore, we have found that while it is important to keep open the lines of communication with the employer, it is very important to impact the individuals who influence the employer.

Unfortunately, some employers hold unreasonable expectations regarding their handicapped workers in spite of staff's efforts. They may, for example, require not only that a task be completed, but that it be completed in the same way as it has always been done. At times, employers seem to forget the basis on which they agreed to hire workers, and expect workers and staff to do all the adapting. That is, they do not follow through on their commitment to modify procedures or routines within certain limits, in return for the benefits which accrue to themselves and their businesses, such as certain tax credits and long-term loyal employees.

In contrast, we have encountered some employers who hold inappropriately low expectations of handicapped workers, and this is also harmful in the long run. Such managers may have hired more out of a sense of charity than of sound business judgment. This hurts handicapped workers by in effect teaching them to work below their potential. If they later change jobs for some reason, atrophied job skills may be difficult to revive.

A final word is in order about employers. If a staff person indicates that they will be available for follow-up support activities, it is imperative that this promise is kept. The fact that our staff has followed through on this promise with employers has been influential in maintaining a higher than average retention rate of employed clients. Therefore, it is necessary to maintain periodic contact with employers even after a placement appears successful.

Nature of Parents and Concerned Relatives

The attitude of parents and concerned relatives has, regretably, been a major stumbling block in the placement and retention of many clients. Concerns are most often voiced by parents about harassment and redicule, disruptions in the home living schedule, transportation, loss of Supplemental Social Security benefits, and inability of the individual to actually complete the job over an eight hour period. Valuable placement and training time is taken up as staff must engage in counseling, coaxing, cajoling, and other forms of persuasion to allow a given client an opportunity to work. It is our position that we as professionals are at fault for not educating parents; they cannot be expected to change positions after years of having one belief.

This problem is a substantial one and cannot be ignored if we are serious about helping severely disabled individuals enter competitive employment. Parents' assistance and on-going support is necessary to facilitate employment efforts. It is our feeling that in the long run, the only true solution to this problem is elevating parental expectations of their son's or daughter's vocational competencies at an early age; that is, before ten years old. The public school programs must convince parents of the work potential and opportunities available at a young age; by late adolescence and adulthood it will be progressively more difficult to change attitudes hardened over time. The burden is on professionals, not the parents.

Nature of Career and Vocational Education Preparation

We have alluded above to the need for parental expectations about their son/daughter's vocational competence to be elevated and the need for this to commence at an early school age. It must also be noted that there are at least three major problems which have been presented in the clients we work with and which relate directly to school-age preparation.

The first problem is that clients lack specific work skills, that is, the ability to perform independently an array of jobs which have marketability in the local community. In some cases where work skills have been marginally acquired, the individual cannot put them into a reasonable task-related sequence necessary to stay on-task for several minutes, let alone several hours. These deficits translate into extended pre-placement instruction at an activity center or possibly sheltered workshop and/or much more job-site intervention time by a trainer-advocate. In effect, the trainer-advocate is trying to make up for the time lost in the previous years in school. What is required is a more intensive vocational program in the schools with more time devoted to functional (marketable) work skills.

The second problem, closely aligned to the first, is that many clients do not have the strength or stamina to work competitively. This is largely because in school they may have sat all day or in the sheltered workshop they also sat performing a repetitive manual task. Lack of stamina impairs the marketability of the client for jobs which require strength, endurance, and versatility.

A third difficulty is that most clients we've placed do not know how to interact or relate to nonhandicapped people other than family and teacher/supervisor. Without the opportunity to be around nonhandicapped peers in school, it becomes a whole new world when thrust into an environment made up of predominantly unfamiliar nonhandicapped people.

A major step toward overcoming these problems is for special education teachers to become more aware of what the work and social skill requirements are in natural work environments, like hospital laundry rooms. Curriculum and instructional objectives in school must then reflect these needs rather than those objectives in a static commercial curriculum. Until special educators restructure programs in this manner and let students receive training in natural (community) environments, adult service providers will continue to be at a disadvantage. Ultimately, the client is the most disadvantaged due to lost earning power.

Nature of Replicability

We believe for this project to be viable it must be replicable in other settings with less financial resources. At this date we are replicating each year at a different site in Virginia, with Virginia Beach being the first site. Although it is too early to form any definitive conclusions, it would appear that with appropriate administrative support and human resource reallocation, comparable results can be obtained. In the first six months of replication, six individuals have been placed successfully.

It should be added that, to this point, we have not worked exclusively with a public school and efforts have focused on adult day programs. It is increasingly evident that the two systems are markedly different in service delivery considerations and that replications into school systems will require concomitant adjustment.[2]

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[2] One school system which has successfully adopted this model is Ames, Iowa. For more information on their efforts, contact Susan Teas at Wilson-Beardshear School in Ames, Iowa.

Nature of Client Turnover

A total of 63 clients have been placed in 75 jobs since Project Employability was initially funded in 1978. Forty-two persons continue to work successfully. During this period of three and a half years, 13 clients resigned, 12 clients were terminated, and 8 clients were laid off (see Table 1).

The terminations were generally characterized by a deliberate lack of cooperation on the part of the client. In only three instances were clients unable to perform job duties up to standard. Noncompliance in carrying out work tasks, inordinate off-task behavior, and failure to notify the employer when unable to report to work, were most often seen as reasons for dismissal from employment. Bizarre and/or aggressive behavior on the job caused termination form work for three clients.

Clients who were terminated had lengths of employment ranging from 14 months to one month. The average length of employment was 6 months. This seems to indicate that although a trainer-advocate can assist a client in learning the actual job duties during the critical first two months of employment, there are problems which may arise after the staff has faded its full time direct intervention. (In almost every case, our staff has faded out to less than one hour per week by the time the client has been working six months).

Clients resigned from their jobs for a variety of reasons. Four of the 13 resignations occurred at the insistence of the client's family because of overprotectiveness or a fear of losing the client's social security benefits. A change in the client's living situation, usually accompanied by transportation difficulties, precipitated the resignation of two clients. Illness accounted for two resignations, while one client left his job to take another more stable position. Only two clients resigned because they were unable to perform the job duties up to standard. The reasons for two of the resignations is unknown.

Clients choose to leave their jobs mainly because of family pressure, illness, or transportation problems. We have found that clients who resign because they are unable to satisfactorily perform the job do so reluctantly; these workers will more often than not continue to work steadily and diligently in the hope that they will eventually improve to an acceptable standard. The length of employment for clients who resigned from their jobs averaged six months (with a range of one month to 13 months of employment).

Eight clients were laid off during three years. Two clients were working in CETA positions which expired. In three instances, companies were forced to lay off clients because of financial cut backs; these clients were not subsequently re-hired. Three of the clients worked in school settings and therefore were laid off during the summer season; two of the clients were hired again for the fall semester. Excluding the two seasonal workers who were re-hired, clients worked for as long as eight months before being laid off. The average length of employment was six months.

In summary, it is encouraging to note that only a small percentage (11%) of clients either resigned or were terminated due to an inability to perform job duties at an acceptable standard. This seems to strengthen our commitment to the belief that many moderately and severely handicapped workers can, with job site training and assistance, successfully fill entry level positions in the competitive job market. However, our experience also suggests that there are important factors other than job ability which strongly influence the turnover of clients in competitive jobs. Many of these are beyond the control of even a full-time on-site trainer/advocate. They include family pressure, lack of transportation, illness, lack of motivation, severe behavior problems, and company financial difficulties.

Nature of Cost Effectiveness[3]

Monitoring each client's gross income and taxes paid provides information displaying the reversal of funds back to the taxpayer; however, this alone is not sufficient for an appropriate cost analysis. In addition to gross income and taxes paid, other affected financial factors must be considered such as Supplemental Security Income, Medicaid, Public School per diems, Department of Mental Health/Mental Retardation expenditures, and Targeted Job Tax Credits. Each of these aspects contribute monetary minuses and pluses and must be evaluated if we are to get an overall picture of a job placement programs' cost effectiveness.

Supplemental Security Income. In Virginia, any person receiving Supplemental Security Income (SSI) is considered severely handicapped by the Department of Rehabilitative Services. All but a few of the clients we have placed were receiving SSI at the time of placement. There is a 12 month trial period (effective January 1981, when it was changed from nine months) where an SSI recipient can receive a portion of their SSI money and still collect a wage for competitive work. After this one time trial period an individual who is gainfully employed and who makes a minimum criteria set by the Social Security Administration, will no longer receive public assistance through the supplemental security program. In this situation, savings in Supplemental Security Income is partial until the nine or 12 month trial period has ended. Once this trial period is over, however, there are significant savings to the taxpayer, up to $3168 annually for each person working full time.

Medicaid. SSI recipients also have the benefit of Medicaid. There is no easy way of determining the exact portion of Medicaid expenditures each of the employed clients have used. However, we do know that most of our clients were receiving Medicaid. Although we cannot identify the exact amount of each client's Medicaid expense, we can assume that there will be substantial savings to the taxpayer for each individual removed from the Medicaid rolls.

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[3] For a full and indepth analysis of the cost effectiveness of the project the reader is referred to Hill & Wehman (1982).

Indirect Financial Benefits

Many private and publicly funded day programs are provided for the handicapped individual, such as public school programs for persons 21 and under, Department of Mental Retardation funded day programs, sheltered workshops, and short term vocational training sessions by the Department of Rehabilitative Services for adults. Additionally, many disabled persons may receive long term residential and vocational programming.

Many of the clients we have placed had received all of the above mentioned services, yet were not working competitively in the community. Additionally, many clients have been taken from the entire continuum of vocational services, except for the long term residential program, and placed in competitive work. Each of the services above is expensive (e.g., $4700 per year to participate in an adult activity center) and thus removal of each person from the rolls represents a significant saving to the funders. Successful competitive employment removes the need for many programs in which individuals might have participated. Cost effectiveness must be looked at in terms not only of taxes paid, direct support money stopped, and personal income received but also in terms of the benefits derived from supplementing other expensive programs that currently are or may have been provided.

Conclusion

It is apparent to us that moderately and severely handicapped individuals can be successful workers in competitive employment and that it is not necessary for many of them to be limited to a sheltered workshop wage. It is equally clear that in order for many more individuals to enter competitive employment, there must be some radical changes in the intensity of public school vocational curriculum and in the predominantly narrow focus of sheltered workshop activities. Both of these systems, the public school and sheltered workshop, are the principal training grounds for clients to be competitively employed. If their training curriculum does not directly reflect what is necessary to succeed in nonsheltered environments, then what hope for long term vocational success does the moderately/severely handicapped individual have? If there is little or no opportunity to relate to unfamiliar nonhandicapped people, then how can we expect the moderately/severely handicapped client to behave acceptably with this population? Resources must be reallocated since we know there will probably be little new resources forthcoming. The special education teacher, workstudy coordinator, art teacher, occupational therapist, all may play a more direct role in the vocational preparation and eventual placement of the client. We must begin to look more closely at what is happening vocationally to this generation of moderately and severely handicapped youth and adults.

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COST BENEFIT ANALYSIS OF PLACING MODERATELY AND SEVERELY HANDICAPPED INDIVIDUALS INTO COMPETITIVE EMPLOYMENT[1,2]

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[2] These efforts were supported by a U. S. Department of Education, Rehabilitation Services Administration, Special Project.

Abstract

The purpose of this paper is to present an analysis of the costs incurred and taxpayer savings provided through the successful implementation of Project Employability. The focus of this analysis was on the amount of money saved and not on the wages earned by the severely disabled clients. A number of factors entered into this cost analysis. These include: number of months the client had been working, the amount of staff hours expended on the client at the job-site, the amount of project funds expended proportionately on the client, the Supplemental Social Security Income saved, the estimated cost of day programming for the client if no job placement had been made, and the amount of state and federal taxes withheld. After approximately 30 months, the total tax savings totaled $293,676. and the expenditures totaled $247,618. Thus, the total direct financial benefit to the public taxpayer is $46,058. The client's cumulative earnings was over $250,000 since the beginning of the project.

Cost Benefit Analysis of Placing Moderately and Severely Handicapped Individuals Into Competitive Employment

The issue of fiscal accountability in human service programs is not new. Yet in the last half of the decade, with inflationary pressures mounting on the economy and the mood of the country turning increasingly conservative, cost-benefit analysis has taken on special significance. Politicians, administrators, and concerned citizens want to know what their tax dollars are buying for handicapped people. Unfortunately, most human service and education programs do not provide sufficient assessment of efforts on a cost-benefit basis, but almost exclusively on a human needs basis. We no longer have this choice.

One of the best human service programs available to demonstrate cost-benefit are well developed and monitored job training and placement programs for handicapped individuals, especially those with moderate and severe handicaps where the cost of services escalates with degree of handicap. Two recent papers have nicely addressed this area. Schneider, Rusch, Henderson, & Geske (1981), and Cho & Schuermann (1980) both have analyzed the economic costs and benefits associated with training moderately and severely handicapped persons. In the Schneider et al paper especially, there was an interesting analysis of actual and projected costs for approximately 20 mentally retarded persons who were competitively employed. The projections run to 1997 and focus heavily on the wages earned by the clients in their study.

It would appear that in order to further document the value of job training and placement programs for handicapped individuals heretofore considered "too handicapped" for a competitive job, that costs and benefits must be further analyzed in respect to other programs. Therefore, we have undertaken an analysis of several cost and benefit dimensions associated with Project Employability, a job placement program established in 1978 for moderately and severely handicapped individuals (Wehman, 1981; Wehman & M. Hill, 1980; Wehman & J. Hill 1979). The purpose is twofold: First, we wish to expand the literature in this area with different dimensions of analysis and second, we aim to establish cost basis validity of a trainer-advocacy intervention model. This model is characterized by providing a staff person for training and advocacy at the job site once the client has been hired by the employer into unsubsidized employment. The staff person reduces his/her time from the job site once the client becomes more independent.

A concerted effort to identify actual costs and benefits to the taxpayer concerning the clients placed into competitive jobs has been undertaken. Taxes withheld, fees for public services, Supplemental Security Income and gross income reported have not simply been estimates of what might have happened; rather the figures reported here are an attempt to present an analysis of how the taxpayer has actually benefited or suffered from our job placement and job site training activities.

We have defined benefit to society as "a reduction of the financial burden placed on taxpaying citizens for the care of disabled persons". The focus is on what the public must pay, not the amount of personal income generated by our employed clients. Gross income is considered a benefit to the individual as opposed to society, in that, most if not all of the jobs held by disabled persons would be held by nonhandicapped individuals in their absence. The effect of the economy due to expendable income then is probably negligable. Other personal development advances are considered beneficial to society but not on a financial basis.

Presently public service budgets are unlikely to be increased; therefore a major dilemma faced by administrators is the judicious appropriation of available funds. The maintenance and development of social service programs must be viewed in a holistic framework. That is, priorities must be identified, a continuum of services developed and program costs delineated. As the cost effectiveness of a program increases so too, is the size of the population served able to grow. Consequently the provision of services to the greatest number of people with limited amounts of capital requires cost analysis of each program. Many human service programs must be provided on the basis of need only, regardless of expense, yet even these basic needs programs should be closely scrutinized for efficiency of operation.

Project Employability is in the unique position of having access to many financial variables effected directly by the programs operation. Furthermore, the individuals served by Project Employability have been significant tax users and thus an attractive population for a cost analysis. Project Employability's goal for the severely handicapped individual is greater independence, that is, less external control and greater freedom of consumer purchasing power via competitive job placements. Vicarious benefits to society run concurrent with the attainment of these individual goals and include: increased tax revenues, greater upward flow in the continuum of vocational services, higher expectations of disabled persons by family, friends, employers, and professionals and a reduced tax burden. In choosing appropriate programming for the disabled, confirmation of the above mentioned benefits would strongly support the positioning of job placement (trainer-advocate) programs for the severely disabled as high priority.

The following cost analysis provides the information necessary in estimating the efficacy of Project Employability over a three year period. It involves 56 severely disabled individuals who have been employed in a competitive job over the past 30 months. It is notable that all or most of these individuals were considered by other professionals to be "realistically unemployable".

Method

Participating Clients

The disabled individuals placed into competitive employment by Project Employability from September 1978 through March 1981 comprise the subject pool. One individual placed was not included in the data due to the non-severe nature of his handicap and the limited amount of staff time utilized to make his job placement.

According to each client's most recent formal evaluation, or as reported by the referring agency when these records were not available, the range and frequency of the subjects disabilities occur as described in Table 1.

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Insert Table 1 About Here

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Project clients were referred from a variety of agencies in the local communities in and around Richmond, Va. and from Community Alternatives, an adult services program in Virginia Beach, Va., which was a replication site. Sheltered workshops, adult service centers, Department of Rehabilitation Services, public schools, and parents have comprised the referral sources accepted since the project began. Inclusion into the referral pool was dependent on two factors: first, the person must want to work and second, his/her disability is of a severe nature where gaining a competitive employment position without the trainer-advocate model would be considered highly unlikely. It was preferred that referrals were clients of the Department

Table 1

Disability, Rehabilitation Status, and Present Work Status: 56 Clients Placed Into Competitive Jobs October '78 - March '81

Reported Disability at Placement Date	Number Placed Into Competitive Jobs	Rehabilitation Department Status at Placement	Present Work Status[1]			
			PE	R	LO	T
Mildly Mentally Retarded	4	4 Severe	3	1		
Moderately Mentally Retarded	29	24 Severe 5 None	15	5	3	6
Severely Mentally Retarded	2	1 Severe 1 None	1	1		
Multiple Disabilities	21	18 Severe 3 None	16	3	1	1
TOTALS	56	47 Severe 9 None	35	10	4	7

[1] PE - Presently Employed
R - Resigned
LO - Layed Off
T - Terminated

of Rehabilitative Services although this was not an exclusionary clause. All of the clients received or were eligible for disability payments through the Supplemental Security Income program (SSI). Additionally most clients were receiving some form of on-going day programming although several individuals were either excluded from or waiting for day services and idle most of the day.

Procedure

The following data have been collected and reported in Table 2 to evaluate the cost basis validity of Project Employability. Each column will be described and the procedure used to accumulate the data will be discussed.

Insert Table 2 About Here

1. Client Disability - The major disabilities for each individual are listed and are as reported in the most recent formal evaluation or as stated by the referring agency.

2. Age - The reported ages are as of March 31, 1981.

3. Department of Rehabilitation Services (DRS) status at placement date - Severe or Non-Severe - The Virginia DRS, after evaluating client disabilities and after reviewing each individual case, assigns a severe or non-severe label on each of its clients. Generally the label severe is used to indicate persons who will require some "significant specialized" service for competitive employment to become a reality. A person's case is "open" if he/she is still eligible to receive services. An individual's case can be reopened if there is an improved likelihood of achieving competitive employment. The status may have changed since Project Employability's initial placement; however, the status at placement date is reported.

4. Work Duration - The client's work history is reported in two dimensions:

Table - COST BENEFIT ANALYSIS: PROJECT EMPLOYABILITY-MAY '78 To MARCH '81

Name	* March 31, 1981 Work Status	Client Disability as Reported by Referral Source	Age	Va. Dept. of Rehabilitation Services Status at Placement Date	Work Duration		Staff Hours Traveling To and Present on Job Site [1,2]	RSQ[3] Ratio of Service Quotient	Project Estimated Expenditures by Client[4]	(SSI) Supp. Security Income Saved	Probable Type of Day Programming	Estimated Day Program Cost	State & Federal Taxes Withheld	Total Public Savings From SSI, Taxes, & Day Program	Consequence to Taxpayer (Public Savings Less Project's Cost)*		Financial Benefit to Disabled Individual (Gross Earned Income)
					Months Employed	Months Working									Benefit	Cost	
Roger	PE	Moderately Retarded	29	Severe Closed	21	21	123	.010	2,480.	5,166.	Adult Services Center A	8,232.	1,239.	14,637.	$ 12,157.		$ 12,511.20
Eric	PE	Mildly Retarded; CP Speech Impediment	21	Severe Open	28	28	116	.009	2,290.	5,721.	Sheltered Work	5,460.	1,283.	12,464.	10,174.		12,946.97
Lane	PE	Moderately Retarded	26	Severe Closed	18.5	18.5	106	.008	1,984.	3,907.	County Occupational Center	7,030.	969.	11,906.	9,922.*		9,784.45
Wayne	PE	Moderately Retarded	27	Severe Open	21	21	169	.014	3,472.	3,065.	County Occupational Center	7,980.	910.	11,955.	8,483.*		9,191.30
Ted	PE	Moderately Retarded, Mild sight impairment	58	Severe Closed	27.5	27.5	359	.029	7,086.	5,587.	Adult Services Center B	8,167.	1,311.	15,065.	7,979.		13,245.51
Ross	PE	Mildly Retarded, Behavioral Disorders	22	Severe Open	11.5	11.5	24	.002	496.	2,350.	Adult Services Center A	4,508.	777.	7,635.	7,139.		7,852.80
Stanley	PE	Mildly Retarded; Behavioral Disorders, Hearing Loss	24	None	13.5	13.5	60	.005	1,240.	2,043.	County Occupational Center	5,130.	689.	7,862.	6,622.*		6,964.50
Babs	PE	Moderately Retarded; Speech Impediment	31	Severe Open	12	12	38	.003	744.	1,884.	County Occupational Center	4,560.	524.	6,968.	6,224.*		5,294.93
Dexter	PE	Moderately Retarded	21	Severe Open	13	13	77	.006	1,488.	1,884.	4 months public school; 9 months County Occ. Center	4,648.	754.	7,286.	5,798.*		7,619.72
Len	PE	Moderately Retarded	24	Severe Open	28	28	375	.029	7,402.	6,054.	Sheltered Workshop	5,460.	1,456.	12,970.	5,568.		14,707.00
Sam	T	Moderately Retarded	31	Severe Closed	14	14	201	.016	3,968.	1,450.	Adult Service Center A	5,488.	603.	7,541.	3,573.		6,072.00
Bell	PE	Mildly Retarded	20	Severe Open	13	13	87	.007	1,736.	1,884.	9 months Public School	2,763.	363.	5,010.	3,274.		3,662.00
Brian	PE	Moderately Retarded	23	Severe Closed	19.5	14.5	261	.021	5,208.	3,790.	Sheltered Employment	3,803.	729.	8,322.	3,114.		7,360.00
Bart	PE	Moderately Retarded	30	Severe Closed	11	11	192	.015	3,720.	1,725.	Adult Service Center A	4,312.	427.	6,464.	2,744.*		4,308.40

*(TJTC) Targeted Job Tax Credit used by employer.

[1] For sites with more than one client, the time traveling to the site was divided equally among clients at the site, and on-site hours were derived by dividing the total number of hours by the estimated percentage of each clients on-site time needs (see text for more specific information).

[2] Specific trainer hour logs were not taken until June 1979. The number of trainer hours for the 9 month period between the 1st placement and June 1979 are estimates (see text for more specific information).

[3] The Ratio of Service Quotient (RSQ) is the total number of hours staff spent traveling to and present on-site for each individual divided by the total hours for all clients.

[4] Project expense is computed by multiplying RSQ x 248,000 which was total expenses for 3 years through March 31, 1981.

*PE-Presently Employed, T-Terminated, R-Resigned, LO-Laid Off

Table - COST BENEFIT ANALYSIS: PROJECT EMPLOYABILITY-MAY '78 To MARCH '81

Name	March 31, 1981 Work Status	Client Disability as Reported by Referral Source	Age	Va. Dept. of Rehabilitation Services Status at Placement Date	Work Duration		Staff Hours Traveling To and Present At Job Site[2]	(TSQ)[3] Ratio of Service Quotient	Project Estimated Expenditures by Client[4]	(SSI) Supp. Security Income Saved	Probable Type of Day Programming	Estimated Day Program Cost	State & Federal Taxes Withheld	Total Public Savings From SSI, Taxes, & Day Program	Consequence to Taxpayer (Public Savings Less Project's Cost)[5]		Financial Benefit to Disabled Individual (Gross Earned Income)
					Months Employed	Months Working									Benefit	Cost	
Gig	PE	Mildly Retarded, CP	33	Severe Closed	4.5	4.5	16	.001	248.	793.	Adult Svs. Center A	1,764.	246.	2,803.	2,555.		$ 2,484.00
John	PE	Mildly Retarded; Behavioral Disorders	24	Severe Closed	11	15	16	.001	248.	2,225.	Waiting list for day programming		549.	2,774.	2,526.		5,545.50
Karen	PE	Mildly Retarded, CP, Speech Impaired	20	Severe Open	9	9	131	.01	2,480.	1,428.	Public School	2,763.	500.	4,691.	2,211.		5,054.40
Lyle	R	Mildly Retarded, Schizophrenic	41	None	4	4	16	.001	248.	555.	Adult Svs. Center A	1,568.	246.	2,369.	2,121.		2,404.00
Paul	LO	Moderately Retarded	35	Severe None	8	8	166	.013	3,224.	1,052.	Adult Svs. Center A	3,126.	300.	4,478.	1,254.		3,031.00
Cheryl	LO	Moderately Retarded	27	Severe Open	5	5	32	.003	744.	873.	Sheltered Employment	975.	108.	1,956.	1,212.*		1,088.14
Ann	T	Moderately Retarded		Severe Closed	6	6	151	.012	2,976.	1,401.	Adult Svs. Center A	2,352.	307.	4,060.	1,084.		3,105.00
Terry	T	Moderately Retarded	19	Severe Open	12	8	182	.015	3,720.	956.	Public School	3,684.	162.	4,802.	1,082.		1,638.67
Rob	R	Alcoholism, Arthritis, Hypertension	55	Severe Open	6	6	29	.002	496.	1,121.	Dept. of Rehab. Svs. Caseload		295.	1,416.	920.		2,982.20
TJ	R	Mildly Retarded	25	Severe Open	9	9	64	.005	1,240.	1,407.	Dept. of Rehab. Svs. Caseload		389.	1,796.	556.		3,929.25
Rocky	PE	Moderately Retarded	22	Severe Open	1	1	11	.0009	223.	38.	Application Site Center	267.	14.	319.	96.		145.05
Mary	T	Moderately Retarded, Behavioral Disorders, Alcoholism	32	Severe Closed	3	3	66	.005	1,240.	452.	County Occupational Center	1,140.	99.	1,691.	451.		990.36
Jeff	PE	Moderately Retarded, Speech Impediment	29	Severe Open	19	19	149	.012	2,976.	2,740.	Waiting list for day programming		665.	3,405.	429.		7,635.40
Mac	PE	Moderately Retarded, Legally Blind	21	None	1	1	9	.0007	173.	159.	Adult Svs. Center A	392.	42.	593.	420.		427.12
Bonnie	R	Moderately Retarded	29	Severe Closed	21	21	691	.055	13,640.	4,684.	Adult Svs. Center A	8,232.	981.	13,897.	257.*		9,912.00
Vicki	PE	Moderately Retarded	32	Severe Closed	.5	.5	24	.002	496.	79.	Application Site Center	134.	31.	244.		252.	315.90
Jean	PE	Mildly Retarded	35	Severe Open	2	[illegible]	23	.002	496.	304.	DRS Open		77.	381.		115.	776.00

Table - COST BENEFIT ANALYSIS: PROJECT EMPLOYABILITY-MAY '78 To MARCH '81

Name	* March 31, 1981 Work Status	Client Disability as Reported by Referral Source	Age	Va. Dept. of Rehabilitation Services Status at Placement Date	Work Duration		Staff Hours Travelling To and Present On Job Site 1,2	RSQ[3] Ratio of Service Quotient	Project Estimated Expenditure by Client[4]	(SSI) Supp. Security Income Saved	Probable Type of Day Programming	Estimated Day Program Cost	State & Federal Taxes Withheld	Total Public Savings From SSI, Taxes, & Day Program	Consequence to Taxpayer (Public Savings Less Project's Cost)*		Financial Benefit to Disabled Individual (Gross Earned Income)
					Months Employed	Months Working									Benefit	Cost	
Larry	PE	Mildly Retarded, CP, seizures	25	Severe Open	13	13	98	.008	1,984.	1,399.	Waiting list for day programming		565.	1,964.		20.	5,707.91
Suzy	PE	Mildly Retarded, Schzoid personality	21	Severe Open	3.5	3.5	25	.002	496.	285.	DRS Open		96.	381.		115.*	973.25
Sara	T	Moderately Retarded	27	None	2	2	45	.004	992.	70.	County Occupational Center	760.	24.	854.		138.	243.35
Cliff	PE	Mildly Retarded	30	Severe Open	1.5	1.5	48	.004	992.	238.	Application Site Center	401.	89.	728.		264.	896.00
Mickey	PE	Moderately Retarded	31	Severe Closed	5	5	64	.005	1,240.	793.	DRS Closed		176.	969.		271.*	1,776.60
Sue	R	Seizures; Emotional Problems	35	Severe Open	8	8	95	.008	1,984.	1,396.	DRS Caseload		291.	1,687.		297.*	2,934.75
Lisa	R	Moderately Retarded	50	Severe Closed	2	2	74	.006	1,488.	215.	Adult Svs. Center A	784.	61.	1,060.		428.	615.00
Phil	PE	Moderately Retarded,	21	Severe Open	3.5	3.5	102	.008	1,984.	251.	Adult Svs. Center A	1,176.	65.	1,492.		492.	653.25
Roland	T	Moderately Retarded	22	None	4	3	123	.01	2,480.	635.	Public School	1,228.	107.	1,970.		510.*	1,077.12
Joe	R	Moderately Retarded	21	Severe Open	4	4	149	.012	2,976.	774.	County Occupational Center	1,520.	149.	2,443.		533.	3,139.70
Delbert	LO	Mildly Retarded, Quadriplegia	27	Severe Open	5	5	102	.008	1,984.	267.	Sheltered Employment	975.	99.	1,341.		643.	995.10
Melvin	PE	Moderately Retarded, CP	30 Open	Severe Open	2	2	80	.006	1,488.	317.	Sheltered Employment	390.	78.	785.		703.*	791.35
Vivian	PE	Moderately Retarded	27	Severe	1	1	44	.004	992.	234.	DRS Open		20.	254.		738.*	205.91
Rudy	LO	Moderately Retarded	53	Severe Closed	18	18	633	.05	12,400.	3,446.	Adult Svs. Center A	7,056.	903.	11,405.		995.*	9,122.84
Ruth	R	Moderately Retarded	24	Severe extended evaluation	10	10	258	.021	5,208.	1,567.	Sheltered Employment	1,950.	461.	3,978.		1,230.	4,654.00
Helen	PE	Mildly Retarded, Speech impediment	24	Severe Closed	6	6	131	.01	2,480.	656.	DRS Closed		181.	837.		1,643.*	1,838.00
Rose	PE	Moderately Retarded	30	Severe Open	18	18	217	.017	4,216.	1,395.	Waiting list for day programming		436.	1,831.		2,385.	4,405.65

Table - COST BENEFIT ANALYSIS: PROJECT EMPLOYABILITY-MAY '78 To MARCH '81

Name	* March 31, 1981 Work Status	Client Disability as Reported by Referral Source	Age	Va. Dept. of Rehabilitation Services Status at Placement Date	Work Duration		Staff Hours Traveling To and Present on Job Site[1,2]	RSQ[3] Ratio of Service Quotient	Project Estimated Expenditures by Client[4]	(SSI) Supp. Security Income Saved	Probable Type of Day Programming	Estimated Day Program Cost	State & Federal Taxes Withheld	Total Public Savings From SSI, Taxes, & Day Program	Consequence to Taxpayer (Public Savings Less Project's Cost)*		Financial Benefit to Disabled Individual (Gross Earned Income)
					Months Employed	Months Working									Benefit	Cost	
Jack	PE	Moderately Retarded, CP Profoundly Deaf, Behavioral Disorders	35	Severe Open	26	17	520	.041	10,168.	1,692.	Sheltered Employment	5,070.	632.	7,394.		2,774.	6,388.23
Tom	R	Moderately Retarded	21	None	4	4	319	.025	6,200.	833.	Adult Svs. Center A	2,401.	101.	3,335.		2,865.	1,017.00
Bill	PE	Moderately Retarded, Speech Impediment	28	None	24	24	877	.07	17,360.	3,719.	Adult Svs. Center A	9,408.	1,095.	14,222.		3,138.	11,062.85
Jesse	PE	Moderately Retarded	26	Severe Open	12	11.5	473	.038	9,424.	2,087.	Sheltered Employment	2,340.	412.	4,839.		4,585.	3,870.61
Jenny	PE	Moderately Retarded	36	None	26	18	969	.077	19,127.	3,347.	Adult Svs. Center A	10,183.	621.	14,151.		4,976.	6,271.00
Carl	PE	Severely Retarded, Non-verbal	25	None	29	22	1100	.088	21,713.	2,576.	Adult Svs. Center A	11,358.	731.	14,665.		7,048.	7,387.58
Jeb	T	Moderately Retarded	29	None	12.5	12.5	872	.07	17,360.	2,672.	Adult Svs. Center	2,338.	670.	5,680.		11,680.	6,800.00
Ned	R	Severely Retarded	36	Severe Closed	15	15	593	.092	22,700.	1,375.	Adult Svs. Center A	5,875.	391.	7,641.		15,059.	3,945.90
N = 56	PE=35 T= 7 R=10 LO= 4		X̄ AGE 28	TOTALS:	631.5	597	11,843	1.00	$247,618.00	$99,016.00		$169,161.00	$25,499.00	$293,676.00	$109,955.00 **$46,058.00	$63,897.00	$ 261,845.69

35

Months employed - This dimension lists the total number of months that passed while the client was formally employed although he/she may not have been receiving a pay check during the entire period, i.e., summer time periods.

Months working - The months working figure indicates pay periods and may be less than the months employed figure due to seasonal work, illness or sick leave, and temporary lay-offs. This information is valuable in understanding low gross income relative to months employed.

5. Number of Staff Hours Spent with Client - Monitoring the amount of time spent with each client was instituted to provide a means for assessing an individual's progress and to provide for better administrative direction of staff members.

A key measure in evaluating staff fading capability is the amount of time spent training the client. Amount of time data have been collected in two ways. From a cost effective standpoint, whether the trainer is intervening or not, time traveling to and at the work site translates roughly into funds expended on each client. Staff time was clocked beginning with travel to the job site and ending when the trainer leaves the site for another client, the office, or home. This measure, however, is not sensitive to the gradual fading of direct intervention since a basic fading strategy is reducing the trainer's availability from the client and supervisor. The trainer systematically increases the amount of time out-of-sight yet on-site for crisis intervention.

Trainers have been directed to measure (or estimate when necessary) the percentage of time at the job site where they were either directly intervening or easily available to the client and supervisor. When more than one client occupied a job site the travel time to the site was divided equally among the workers. On-site hours for sites with more than one client were determined by using the intervention time as their percentage of the total time on-site.

For example, assume Bob and Bill work at the same job site and the total number of on-site staff hours is 500 with 50 additional hours of travel time to site. Assume further that 70% of staff intervention time went to Bob. To determine each person's portion of the total staff hours we divided the number of hours traveling to the site by the number of clients at the site (i.e. 50 hours/2=25 hours each) and added this figure to the individuals percentage of total on-site hours (i.e. (70% x 500)+25=375 which would be Bob's share of the total staff hours). Bill's share of the total staff hours would be (30% x 500)+25=175 hours). An additional problem to surmount was the fact that specific data logs of trainer hours at the job site were not kept until June of 1979. Estimates were derived by interviewing each trainer who worked with those clients and by reviewing the clients anecdotal records. These estimates are believed to be quite accurate.

Although there are subjective elements in reporting the clients' needs in staff hours on an individual basis, the overall amount of time spent by trainers with all of the clients traveling to and on-site is relatively stable and less subject to error. Therefore, the hours invested in each client represent a portion of the 100% effort and although the individual estimates may have small errors, we believe that, on the whole, these errors are cancelled out.

6. Ratio of Service Quotient - In developing an individualized analysis of the affects of placement and training efforts for project beneficiaries, each client is given a fraction of service figure. This figure

indicates each individuals' staff time requirements relative to total staff hours expended for placement and training. The total number of hours spent with all clients is divided by the number of staff hours spent with each client. Totaling all client ratio figures will equal one (1.0) or 100 percent of the total project effort. The Ratio of Service Quotient (RSQ) is reported as a decimal carried out and rounded to the thousandths level.

7. Project Estimated Expenditures by Client - To provide an individualized project expenditure analysis, each client's RSQ is multiplied by the total funds expended by Project Employability (May 1, 1978 to March 31, 1981). The number of staff hours spent with each client is used as a predictor of funds necessary to sustain successful competitive employment for that individual.

The reader may have a natural tendency to view each client's total expenditure as an annual expense. The project expenditure by client, however, should be viewed in terms of months working for a more accurate analysis since clients' work histories range from a few months to three years as depicted in Table 3.

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Insert Table 3 About Here

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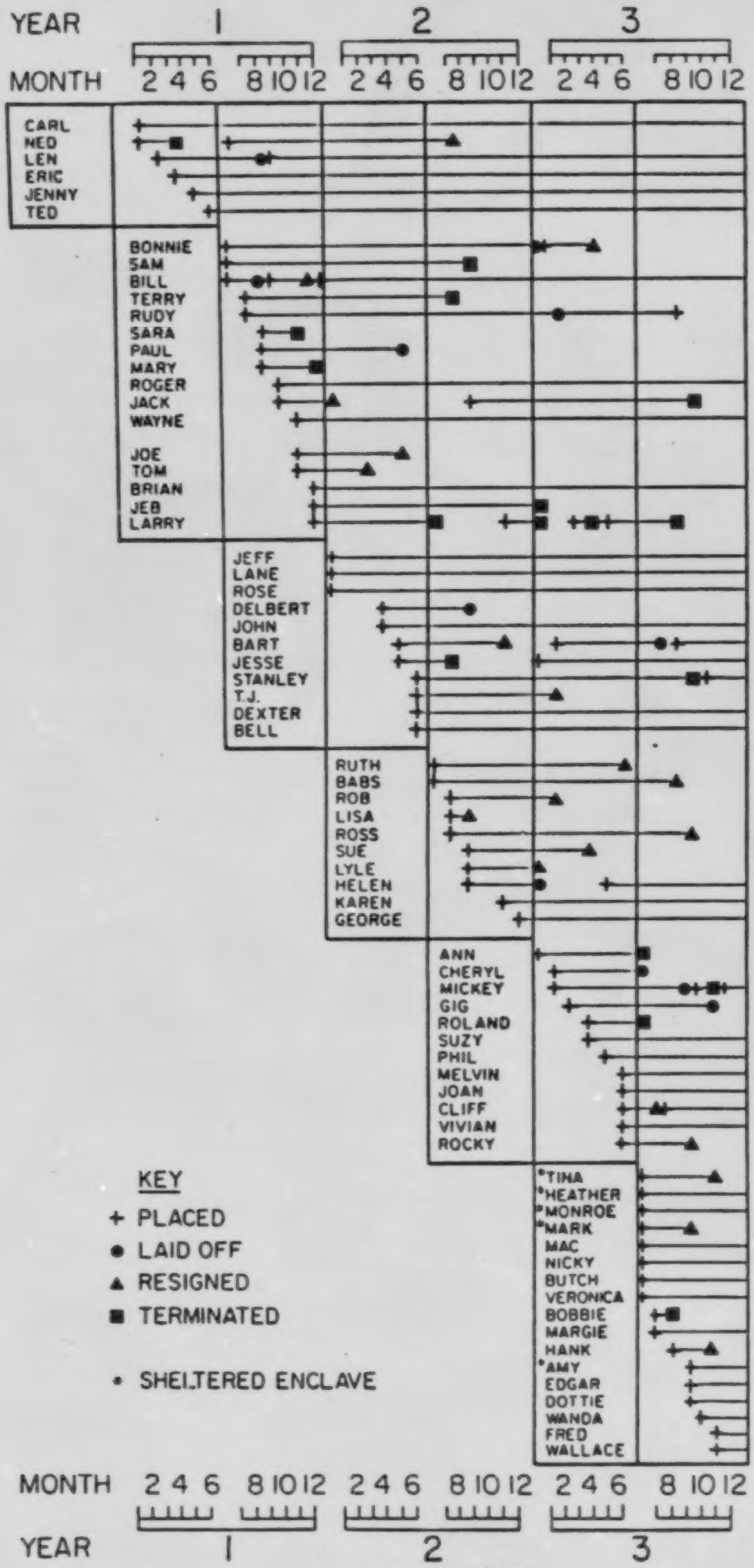
8. Public Savings, Day Programming and Disability Payment Savings - Project Employability's placement of individuals into competitive employment typically removed them from a publically supported day program. Additionally, every client placed began earning a wage exceeding the amount allowed by Social Security before the person's (SSI) disability check was reduced. The figures designating public savings in Table 2 are derived by computing each individual's reduced or eliminated SSI payment and adding that to the cost of the probable day programming a client would have received

CLIENT WORK HISTORY SEPT. 1978 – AUG. 1981



had Project Employability not intervened. Finally, state and federal taxes withheld are added as a direct financial benefit to taxpayers.

9. Supplemental Security Income - Persons whose disability significantly affects their ability to work are eligible for SSI payments. The Social Security Administration considers many factors when determining a person's eligibility. Although it is not necessary here to describe the criteria for eligibility, it is important, however, to note that all clients placed by Project Employability were receiving or were eligible to receive (SSI) payments.

Wehman & J. Hill (1979) have described earlier the federal government's attitude concerning the disabled person who begins earning substantial income:

> "the federal government does not view this person as suddenly rehabilitated or no longer requiring benefits, but rather, the disabled person is viewed as working regardless of his or her impairment". (pg. 50)

Through December of 1980 the SSI program utilized a nine month trial period where the disabled person could receive a partial SSI payment regardless of and in addition to the individual's salary. This trial period has been extended to 12 months beginning January, 1981. Some additional aspects of the SSI program which were considered disincentives to competitive work were changed in January, 1981 and are described in detail by Revell (1981) in Wehman & M. Hill (1981).

Researchers evaluating the financial benefits of their vocational projects may be tempted to simplify savings in SSI disability payments by taking the individual's monthly payment and multiplying it by the number of months worked. However, this method will result in an overestimation of benefit due to the SSI regulations designed to wean recipients from public assistance.

The SSI payments reported in Table 2 are derived from computing actual SSI reductions due to each client's earned income over the period of their employment. Pay raises, periodic SSI inflation rate adjustments, and clients' living arrangements all affect the monthly SSI payment on a month to month basis and have been included in each client's SSI savings computations.

10. Probable Day Programming - When a client is placed in the referral pool it is a necessary requirement that, as well as can be predicted, the person would not be able to attain competitive employment without utilization of the on-site trainer-advocate model. Although there is no way to substantiate that the person would not have become employed anyway, the various cooperating agencies have indicated that the individuals referred are considered unemployable without significant on-site intervention.

Benefits derived from maintaining competitive jobs then can logically be attributed to Project Employability activities. A major benefit to the public of employment of severely disabled persons is the reduction of expensive day programming which does not lead directly to competitive remuneration. Adult activity centers, workshop programs, and public school programs are generally the variety of services that Project Employability clients attended or for which they were eligible. In a few cases all of the above services had been provided, yet the individuals had never worked competitively and were sitting idle excluded from any day programming. No public financial benefit from termination of day programming is claimed for these clients although significant individual benefit is evident. These individuals had been excluded due to lack of usefulness, lack of progress and/or limited number of programming slots. The implication of wasted human resource should be evident.

Each client's case was reviewed concerning residence locality, day program status at placement date, age, Department of Rehabilitation Service status, and past history of day program involvement in determining the probable programming, if any, that would have been provided without competitive job placement.

Nine probable day alternatives were identified and listed in Table 2; three of the nine day alternatives indicated minimal intervention and were: (1) DRS caseload only, open status; (2) waiting list for day program; (3) none--no day service projected or available. The six remaining alternatives are listed as follows: Adult Service Center A&B-2; County Occupational Center-1; Sheltered Employment-1; Replication site adult service center-1; and public school program-1.

11. Service Cost of Day Program - The adult service centers cost was ascertained by taking the program budget for fiscal year 1980-81 and dividing by the number of total service slots budgeted. That figure was then divided by 12 to leave the monthly expense for each individual in the various programs. This monthly rate ($4704. for Center A and $3564. for Center B) was then multiplied by the number of months the individual was employed and receiving no other day programming to determine the over all service cost. The sheltered employment rate was estimated from the Virginia Department of Rehabilitative Services annual report September 10, 1980. The average expense for sheltered workshop attendees in Virginia was reported as $2335 annually. The local workshops projected annual expense per individual is $3738 as reported in the Richmond Mental Retardation Services State budget report for fiscal year 1981-82. This figure is not used, however, in discerning the service cost for sheltered employment since it is a projected expense in 1981-1982.

12. State and Federal Taxes - The state and federal taxes reported withheld are estimates for individuals claiming one dependent. Income tax

is computed at 8 percent for federal and 1.9 percent for state contribution level and is in line with the client's average annual salaries. Social Security contributions are not included here although they can be considered a significant benefit to the Social Security system. Each individual's actual contribution in taxes after Internal Revenue Service filing is not available and thus the figures provided are best guess estimates.

13. Total Public Savings (SSI, Day Program, and state and federal taxes) - In evaluating the total public savings to the public taxpayer due to Project Employability activities, the following factors have been taken into consideration and combined: Savings in SSI payments, expenditures of probable day programs displaced by employment, and federal and state taxes paid.

14. Consequence to Taxpayer: Cost vs. Benefit - The net consequence to the tax paying public for each Project Employability client can be computed by subtracting the project's expense for that individual from the total public benefit derived from his/her employment.

The clients are listed top to bottom beginning with the individuals who have returned the greatest benefits to the public, relative to their training needs, to the individuals who have presently not contributed sufficiently to be considered a finanacial benefit to the public.

15. Financial Benefit to Individual - Each individual's gross income is reported here to indicate financial benefit to self as opposed to the public taxpayer.

Results and Discussion

Fifty-six disabled persons were placed into competitive jobs between October 1978 and March 1981. Forty-two continue to work successfully as of March 31, 1981. Project Employability contributed 11,843 staff (trainer-advocate) hours placing, training and maintaining through follow-up this working client population. A total of $247,618. was expended during the three year period of May 1, 1978 to March 31, 1981, in support of Project Employability goals and objectives. This is contrasted by a total public savings of $293,676. Thus, the total direct financial benefit to the public taxpayer is $46,058 as of March 31, 1981. Obviously, each successive year of Project Employability's operation will see a substantial increase in the public benefit figure due to slow start up costs and the increasing population of successfully working disabled clients. Our 66 percent retention rate figure of those placed indicate a growing core of clients who are contributing to the financial savings to the public. The benefit to taxpayer figure takes into consideration the project's tax supported expenditures. The public benefited in Supplemental Security disability payment savings by $99,000. Day programming service costs not necessary due to Project Employability placement of clients into competitive jobs totaled $169,000 and, of course, involved state and local as well as federal funds. Approximate state and federal income tax contribution of clients totaled $25,500.

Each individual's consequential effect on the public taxpayer due to Project Employability efforts ranges from a high benefit of $12,157 to a maximum cost of $15,059. The high benefit figure will be constantly increasing due to improved evaluation tools and Project Employability staff's improved expertise at matching job and client. The total public benefit of public savings minus project expenditures equaled $46,058. In less than three years the efforts of Project Employability have returned funds to the tax base; that is, the operation is running in the black where continued expansion of public financial benefit is certain.

It should be evident from a review of these data that competitive employment programs for severely disabled individuals do work and that they can be cost effective, both to the public taxpayer and to the financial benefit of the individual. It is incumbent upon service providers who manage programs like Project Employability that careful figures be kept for cost and for benefit. The data presented herein are but a very small sample, in fact a microcosm, of many other programs which are currently successful in this country. The time is now for careful scrutiny of the cost benefits of such programs.

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DISINCENTIVES TO EMPLOYMENT IN THE DISABILITY BENEFIT PROGRAM

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Abstract

This paper provides a review and analysis of the supplemental social security income system for severely disabled individuals. There is an effort to initially describe the disincentives to employment which have frequently characterized disability income programs sponsored by the federal government. For this discussion, present disability income programs are outlined. A number of examples have been provided in this paper to highlight the effects which the disability benefit programs have on the wage earning capabilities and incentives of severely disabled employees.

Disincentives to Employment in the Disability Benefit Program

Project Employability is one of many recent demonstration efforts which reflect significant advances in rehabilitation technology applied to the employment of severely handicapped persons. These demonstration efforts have been applied to a number of wage earning situations such as:

-increasing the productive capability of sheltered workshop employees to a level much closer to minimum wage than the current national workshop wage average (Bellamy, Horner, & Inman, 1977).

-developing competitive wage earning opportunities within sheltered factories in which handicapped and non-handicapped individuals work side-by-side (Cho & Schuermann, 1980).

-using rehabilitation engineering skills to redesign jobs in competitive industry to make them accessible to severely physically handicapped persons (Mallik & Yuspeh, 1979).

-maintaining mentally retarded persons with severe vocational handicaps in competitive level jobs (Schneider, Rusch, Henderson, & Geske, 1981; Wehman & M. Hill, 1980).

These efforts have successfully demonstrated across a wide variety of employment environments the traditionally untapped earning potential and productive capacity of severely handicapped persons with varied degrees and types of functional limitations.

The success of these various employment projects is tempered substantially, however, by the disincentives to employment which are currently a part of the disability benefit system. Two factors which have been identified as having a major impact on rehabilitation potential are motivation and functional capacity (Better, 1979). Disability related benefits can adversely affect an individual's motivation to work for wages and thereby become a disincentive (negative incentive) to participation in rehabilitation efforts pointing towards renumerative employment. This reduction or removal of a person's motivation for seeking renumerative employment neutralizes the potential of rehabilitation technology in capitalizing on an individual's functional capacity for employment.

Project Employability staff have frequently encountered a reluctance on the part of potential clientele and their parents to attempt competitive placement. This reluctance can often be directly attributed to the fear of losing the financial, medical, and other supports available through the disability benefit system. It has become obvious that the issue of employment disincentives is a very important consideration in evaluating the competitive employment potential of many severely handicapped persons. Given the importantance of this disincentives issue, this paper will review the primary negative incentive factors and summarize the current legislative and administrative initiatives taking place, whose intent is to significantly reduce the disincentives to employment in the disability benefit system.

Disability Benefits

Two primary sources of financial benefits available for disabled individuals from the Social Security Administration are Supplemental Security Income (SSI) and Social Security Disability Income (SSDI). Both SSI and SSDI use the following definition of disability:

> An individual...shall be determined to be under a disability only if his physical or mental impairment or impairments are of such severity that he is not only unable to do his previous work but cannot, considering his age, education, and work experience, engage in any kind of substantial gainful work which exists in the national economy, regardless of whether such work exists in the immediate area in which he lives, or whether a specific job vacancy exists for him, or whether he would be hired if he applied for work.[1]

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[1] From Disability by Jonathan Sunshine, Office of Management and Budget Staff Technical Paper, 1979, pp. 60-61.

Effective April, 1980, substantial gainful activity (SGA) as used in this definition was set at earnings of $300 per month. Earnings of an individual which average more than $300 per month can demonstrate, under Social Security guidelines, the ability to engage in substantial gainful activity. The clear intent of this definition of disability is to restrict eligibility to only the more severely handicapped of the disabled population. The SSDI and SSI programs are intended to provide a system of benefits to those severely handicapped individuals who are unable to work for a wage required to even approach self-support (HEW, 1979).

Both SSI and SSDI can provide monthly cash benefits to eligible participants. Both are intended to cover permanent disabilities which are expected to last at least a year and possibly for the remainder of a person's life. Both programs provide for termination of benefits if the disability proves to be temporary as evidenced by medical recovery or receipt of earnings at or above SGA level.

SSI and SSDI Programs

SSI is the first federally administered cash assistance program in this country available to the general public. It is designed to provide a floor of income for the aged, blind or disabled who have little or no income and resources. Eligibility for SSI is dependent on the severity of the disabling condition and the passing of a financial needs test. The financial needs test includes both countable income and countable resources. Eligibility for SSI does not require a previous work history (HEW, 1979, p. 352).

SSDI provides monthly cash benefits to disabled workers under the age of 65 who meet certain conditions. These conditions include severity of disability, having disability insured status earned through completion of required number of work quarters in which contributions were made to social security, and completion of a five month waiting period. It should be noted that within these basic eligibility criteria, there are a number of potential exemptions, qualifications, and application requirements that should be reviewed with the Social Security Administration if the eligibility of an individual for SSDI is being discussed (U. S. Department of Health, Education and Welfare, Social Security Handbook, 1979, p. 91-93). In summary, a separate trust fund has been set up within the Social Security system to provide monthly cash benefits to certain disabled persons with an employment history and, under a variety of conditions, members of their families. The SSI and SSDI programs are the core of the federal financial assistance program available to severely handicapped persons viewed as having very limited earning potential.

Non-Cash Disability Benefits

In addition to the income supplements available through SSI and SSDI, eligibility for these programs may allow a person to receive additional assistance in obtaining food, health care, housing, education, employment, and training (Berkowitz, 1980). These "in-kind" benefits substantially add to the total benefit package potentially available to many severely disabled persons who do not have earnings higher than the defined SGA. Table 1 represents a listing of federal aid programs, many of which are potentially available to severely disabled persons, and also the general income eligibility guidelines for these programs. It can be readily seen that an SSI recipient, for example, who maintains a level of income within the financial needs criteria is potentially eligible for numerous and varied types of additional benefit programs.

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Insert Table 1 About Here

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Table 1

Federal Programs for Income Security by Eligibility Rules for Current Income

No Income Rules

Medicare--for aged and disabled persons
Veterans compensation for service-connected disability
Veterans compensation for service death
Veterans housing loans
Veterans medical care for service-connected disability
Veterans educational assistance for veterans, dependents, and survivors
Veterans vocational rehabilitation allowance for 30 percent disability
Retirement-federal civil service and military
Social Security for persons age 72 and over
Federal employees' compensation for job-related injuries
Meals for certain persons ages 60 and over

Limit on Wages (for beneficiaries under age 72)

Social Security--Old Age, Survivors, and Disability Insurance (SSDI)

Limit on Wages and Some Public Benefits

Railroad retirement, disability, and survivor benefits
Unemployment insurance--federal, state, railroad, and trade adjustment
Black lung benefits for miners, dependents and survivors

Limit on Wages, Some Public Benefits, and Private Income

Cash Aid

Aid to families with Dependent Children (AFDC)
Supplemental Security Income (SSI)
Veterans pensions for nonservice-connected disability or death
General assistance to specific groups--Cubans, Indians, disaster populations, and emergency assistance

Food Benefits

Food stamps
School programs--breakfast, lunch and milk
Special supplemental feeding for women, infants, and children

Health Benefits

Medicaid
Medical care for veterans with non-service connected disability
Comprehensive health services
Children's programs--dental, comprehensive health, infant care projects, and crippled children's services

Housing

Low-rent public housing
Rent supplements
Homeownership loans, urban and rural, private and rental
Rural houseing--technical assistance, site loans, repair loans
Indian housing--improvement and technical assistance
Appalachian housing program

Education

Basic educational grants
College work-study
Student loans--various kinds for special fields
Head Start and Follow Through for primary school children
Upward Bound and Talent Search for high school students
Work-study vocational education

Jobs and Training

Comprehensive Employment and Training Ace (CETA)
Work incentive projects
Vocational Rehabilitation services
ACTION-sponsored programs--Foster grandparents and senior companions
Career opportunities program

Social Services

Services to needy families on welfare-counseling, day care, homemaker service, health care
Services to needy, aged, blind or disabled
Legal services for the poor

In summary, employment programs working with severely handicapped persons eligible for SSI and/or SSDI must seriously consider the impact of employment on the total amount of benefits available through the disability benefits program. Jonathan Sunshine in his report Disability states that a beneficiary of SSDI "will take care to avoid exceeding the earnings test (SGA), unless he is highly confident that he can increase his earnings by a large amount--typically an amount well above 100 percent of his benefit. Since earnings are subject to social security and income taxes, while benefits often are not taxable at all, an increase in earnings typically must substantially exceed total benefits to provide an equal after-tax income when benefits are completely cut off."

Employment Disincentives

The disincentives to employment in the disability benefit system can be discussed as having two basic parts:

- affect of earned income on cash benefits;
- affect of earned income on non-cash benefits.

The following example demonstrates clearly the affect of earned income for a recipient of SSI benefits on monthly SSI cash payments. The example is based on the 1979 Substantial Gainful Activity (SGA) level of $260. The source of the following example is Work Disincentives by Monroe Berkowitz:

> "Assume that an individual is entitled to the federal SSI benefit of $189 per month, has no unearned income, but earns $100 per month in the labor market. The first $85 of earned income is exempt leaving 50 percent of $15, or $7.50 as countable income. That $7.50 will be deducted from $189 in SSI benefits resulting in a monthly benefit of $181.50. That benefit combined with $100 of earned income results in total income, including SSI benefits, of $281.50. As shown in Table 2, if the individual's earned income doubled to $200 per month, SSI benefit would be reduced by an additional $50, to $131.50 and total income would be $331.50.
>
> Alternatively, with an earned income of $259 per month (one

> dollar less than the assumed SGA earnings) SSI benefits would be $102 per month and total income would be $361. However, should earnings equal or exceed $260 per month for a period which exceeds a nine month trial work period, total income would be reduced abruptly to $260 since all SSI benefits would be forfeit." 2, p. 12.

The basic SSI rule, as used in the example, for determining countable earned income is to exclude the first $85 of income and use 50% of additional earnings until earnings reach or exceed the SGA level. The preceding example also makes reference to a trial work period, which is designed to be an incentive to employment. A disabled worker or a person disabled in childhood who attempts renumerative employment, despite the presence of the severe handicap which served as a basis for disability payments, may continue to receive benefits during a trial work period of up to 9 months - not necessarily consecutive months. If it is decided after the trial work period that a benefit recipient is able to do substantial gainful work ($300 per month as of April, 1980), benefits will be paid for an adjustment period of 3 additional months before the full termination of benefits. An exception to the trial work period allowance is medical improvement (termed medical recovery) which results in the recipient's benefits being terminated because disability requirements of the benefit program are no longer met (Social Security Administration, 1980).

Insert Table 2 About Here

The preceeding example and Table 2 shows the impact of earned income on SSI Benefits. The SSDI program differs in that earned income below SGA is not counted against monthly benefits; however, consistent monthly earned income that is near SGA can result in a case review to determine if additional earning potential is present. Also to be considered in determining the actual net amount of cash that will be available to benefit recipients who exceed SGA through employment are the following points:

Table 2

Calculation of SSI Benefits and Countable Income for a Single Individual
SSI Benefits of $189 a Month

Earnings	Countable Income	SSI Benefits Less Countable Income	Total Income Earnings Plus SSI Benefits
$100	$7.50	$181.50	$281.50
$200	$57.50	$131.50	$331.50
$259	$87.00	$102.00	$361.00
$260			$260.00

Source: Calculated in accordance with the eligibility rules for SSI. See John Korbel's memorandum, February 24, 1979, p. 15 and a Guide to Supplemental Security Income, U.S. Department of Health, Education and Welfare, HEW Publication SSA 77-11015, September 1977.

- earned income is usually taxable while disability benefits are non-taxable income;
- additional expenses for services such as transportation and possibly attendant care, as well as clothing and personal care, are incurred due to the benefit recipient attempting employment;
- earned income above SGA will potentially disqualify the worker from health benefits (medicare/medical) and a number of other social service benefits such as food stamps and housing assistance.

The 1980 Social Security Amendments liberalized restrictions related to deducting impairment related expenses, incurred through work (from countable earned income). These amendments also made health care and certain social services more easily available to many benefit recipients who have earnings exceeding SGA. These amendments will be reviewed in full later in this paper. However, since many severely handicapped persons, particularly the physically disabled, require access to expensive medical care services, the long-range impact of maintaining an earned income level above SGA is an extremely important consideration in committing to remunerative employment. The net amount of cash potential available to a disabled person through employment at a wage above SGA must be measured in comparison to the loss of both cash and service benefits available through the disability benefit system.

Public Law 96-265: The Social Security Disability Amendments of 1980

The issue of disincentives to employment in the disability benefit system has received a great deal of attention by consumer representatives, rehabilitation agency staff and administrators, and legislators. The

1980 Social Security Amendments included many changes to the social security law which affect many disabled people entitled to SSI or SSDI benefits. A summary of these changes is as follows:

> Encouraging beneficiaries to return to work: The old law enables disabled beneficiaries (except widows and widowers), whose conditions had not improved, to test their ability to work for 9 months while continuing to receive benefits. After this trial work period, a determination was made whether the work performed was substantial gainful activity. If it was, benefits were stopped after an additional 3-month adjustment period. This provision is still in effect.
>
> A disabled person's earnings are the major factor in determining whether the work activity is substantial and gainful. In 1980, a person earning over $300 a month generally is considered to be gainfully working. (There are special rules for blind people who work).
>
> In the past, some disabled beneficiaries who had an opportunity to attempt working did not since they risked losing monthly benefits and Medicare or Medicaid protection. Those who did return to work and could not continue because of their conditions had to reapply for benefits; and people reentitled to social security disability checks faced another 24-month waiting period for Medicare. In addition, some beneficaries had special impairment-related work expenses that were so high that it cost them too much to work unless earning also were high.

The following changes - effective December 1980 unless otherwise stated, are designed to encourage more disabled beneficiaries to try working.

Automatic reentitlement to benefits: If a person who is still disabled becomes unable to work again within a year after social security or SSI payments stop because of substantial gainful activity, the monthly benefits can be started again automatically in most cases. A new application is not needed.

Continuation of Medicare: Medicare coverage generally can continue for 3 years after a person's social security disability benefits stop because of return to substantial gainful activity.

Reentitlement to Medicare: If a worker starts receiving social security disability benefits again within 5 years after they end, and was previously entitled to Medicare, that protection will resume immediately. (This provision also applies to disabled widows and widowers and adults disabled before age 22 whose benefits start again within 7 years.) If a person formerly did not complete the 24-month waiting period for Medicare, any months for which he or she received disability benefits during the first period of disability can count toward meeting this requirement in the second period of disability which begins within the 5 or 7-year time requirement.

Continuation of monthly benefits, Medicaid, and social services for SSI beneficiaries: Under the old law, an SSI beneficiary whose earnings represented substantial gainful activity could no longer receive cash benefits and often was also ineligible for Medicaid and social services. Under a 3-year experimental program starting January 1981, all these benefits may continue even though earnings exceed the substantial gainful activity level.

As a person's earnings increase, however, the amount of cash payments will decrease until they are gradually phased out. But eligibility for Medicaid and social services may continue if a disabled or blind person could not work without this assistance and does not earn enough to pay for similar help.

Impairment-related work expenses: Under the old law, most of a disabled beneficiary's earnings counted in deciding whether he or she could perform substantial gainful activity. Certain impairment-related expenses could be deducted from earnings but only if they were for items needed solely to enable the person to work.

Starting December 1980, additional impairment-related work expenses a disabled person pays for can be deducted even if these expenses also apply to needs for daily living (such as a wheelchair). Expenses for such items as medical devices and equipment, attendant care, and drugs and services required because of the impairment are included under this provision. (These deductions also apply when determining the amount of SSI payments).

Sheltered workshop employment: In the past, payments an SSI beneficiary received for therapeutic activities in a sheltered workshop were considered "unearned" income, and all but $20 a month counted against any SSI benefits payable.

Starting October 1980, these payments are considered "earned" income, and a greater part of this income can be excluded when determining how much SSI benefits can be paid.

Deeming of parent's income for students receiving SSI: Under the old law, part of a parent's income and assets was deemed to belong to a disabled or blind child who lived at home and received SSI payments. This deeming continued until the child was 18, or until 21 if he or she was in school. Starting October 1980, deeming will no longer apply for disabled or blind students 18 to 21. This means that some students who were not eligible before can now receive SSI checks, and some SSI student beneficiaries may get an increased amount. No beneficiary will receive less money due to the change.

Two changes included in 1980 amendments are designed to reduce the benefit level potentially available to certain beneficiaries. Under the old law, some disabled workers with families received social security disability payments as high or higher than their average earnings before becoming disabled. Many younger disabled workers had a higher percentage of low earnings years excluded than did older workers when figuring the lifetime average earnings on which benefit amounts are based.

The following changes will not affect any disabled people or their families who became entitled to benefits before July 1980. But some people who first became entitled to disability benefits in July 1980 or later may receive a smaller benefit than under the old law. Amendments to limit benefits include:

Limits on family benefits: Total monthly payments to a disabled worker with one or more dependents who are eligible for benefits are limited to the lower of 85 percent of the worker's average earnings before becoming disabled or 150 percent of the worker's disability benefit. The limit will affect benefits only for the dependents, not for the disabled worker.

Changes in the way disability benefits are figured: Previously, 5 years of low or no earnings generally could be excluded in figuring a worker's average monthly earnings for benefit purposes. This often gave younger workers an advantage since benefits may have been based on only a few years of recent high earnings. Effective for disabled workers first entitled to benefits for July 1980 or later, there is a graduated scale for dropping years of low or no earnings according to the worker's age when disability starts:[2]

Worker's Age	Number of Dropout Years
Under 27	0
27 through 31	1
32 through 36	2
37 through 41	3
42 through 36	4
47 and over	

Effective July 1981, a disabled worker under 37 can have an additonal dropout year for the year he or she had no earnings and had a child under 3 living in the same household. In no case, however, can the total dropout years--regular and childcare--exceed three.

Summary

The 1980 Amendments to the Social Security Act liberalized a number of the regulations which have been viewed as negative incentives to employment. Proposed regulations for the planned demonstration projects in the area of allowing certain recipients to retain disability income and benefits

[2] Source: Social Security Administration, 1980 Changes in Social Security and SSI Disability Protection. U. S. Department, Health, and Human Services, SSA Publ. #05-10330, July, 1980.

when their countable earned income exceeds SGA were announced in the January 8, 1981 Federal Register. Although the number of participants and appropriated funding level for these demonstration projects are limited, these efforts do indicate a significant move toward investigating means through which continuing disincentives to employment can be substantially reduced.

The legislative history of the 1980 amendments is marked by complaints that the current disability benefit program provides an income haven for many people who have the functional skills to be self-supporting. These complaints are countered by pointing to the target population (the more severely handicapped) of the disability benefit program. The fact that benefit recipients usually continue in disability programs is viewed as proof that the program is accomplishing its primary purpose: to provide income protection for those more severely disabled persons who have limited ability to earn a wage required for self-support.

This paper has identified three primary factors operating within the issue of disincentives to employment in the disability benefit program. These factors are:

- rehabilitation technology has recently made opportunities for remunerative employment at or close to competitive wages a potential reality for many severely handicapped persons who traditionally had few income alternatives to continuing in the benefit program,
- the functional capacity of these individuals to take advantage of these employment opportunities is significantly affected by motivational factors. A primary factor affecting motivation is the threat that real usable income will be less

after employment if the person becomes ineligible for the cash and in-kind benefits available through the disability program.

- these disincentives to employment have been identified and many are being reduced through legislative action. Planned demonstration efforts provide further opportunity for on-going reduction in these disincentives.

These three factors taken together point to the complex nature of job placement and job maintenance of the more severely handicapped. It is important that rehabilitation workers involved in job placement efforts with individuals entitled to benefits through the disability program become confident in their ability to accurately counsel their clientele on both the advantages and possible disadvantages of employment efforts. It is equally important that jobs acquired by severely disabled persons provide a salary and fringe-benefit program which exceeds those benefits available through the disability program. Accurate planning and counseling in the area of disincentives to employment in the disability benefit program are integral and required components of the job placement model for the more severely handicapped population.

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THE JOB PLACEMENT PROCESS: IMPLICATIONS FOR SEVERELY DISABLED INDIVIDUALS

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Abstract

The authors present an overview of the current trend in competitive placement for handicapped individuals, while stressing the need for an improvement in placement services for the severely disabled population. Following a brief summary of two distinct placement philosophies prevalent among rehabilitation counselors, the advantages of a counselor-directed placement approach for severely disabled persons are discussed. Drawing from experiences with Project Employability, a federally funded grant program offering job training and placement services to severely handicapped individuals, a counselor-directed placement model, which has been found to be a successful approach with severely disabled clients, is described along with strategies for overcoming placement related problems.

The Job Placement Process: Implications for Severely Disabled Individuals

The severely disabled individual has been, and often continues to be, excluded from vocational rehabilitative services for a variety of reasons. First, prior to the Rehabilitation Act of 1973, which mandated a priority on services for the severely disabled, employability was not usually seen as a goal for these clients. Second, the traditional vocational rehabilitation service model has led to the arbitrary labeling of severely disabled individuals as "unemployable" based on the faulty predictive value of work evaluation outcomes, in particular for the moderately and severely retarded (Karan, 1976). Along with low counselor expectations for development of their work skills, these factors make it not surprising that job placement services for severely disabled clients are less than adequate. Third, the number of actual demonstrations of successfully employed individuals with severe disabilities has, in fact, been limited. Due to these problems, it is apparent to us that job placement assistance is a crucial aspect of helping severely disabled individuals enter the labor force.

Therefore, it is the purpose of this paper to present a brief summary of two distinct placement philosophies (client-centered versus counselor-directed) currently in practice by rehabilitation counselors who provide job placement services to their handicapped clients. The advantages of following a counselor-directed (selective) placement approach, specifically in regard to placement of the severely disabled, are discussed. Finally, the activities performed, and competencies needed, by a placement specialist are examined, as well as problems frequently encountered in the placement process.

The Placement Process: Philosophies

Most rehabilitation professionals will agree with the definition of job placement as the process of placing clients into competitive or sheltered employment. However, the meaning of the placement process is dependent upon the philosophical orientation of each counselor. The spectrum of placement philosophies is represented on one end by the client-centered approach, which places client independence over job placement as the critical rehabilitation outcome. The opposing philosophy, the counselor-directed approach (also called selective placement), assumes that job placement is the primary goal of the rehabilitation process.

Salomone (1977) strongly supports a client-centered placement approach which focuses on increasing client independence through the guidance and support of the counselor. The placement counselor assumes a directive teaching role with the client, who is ultimately responsible for developing job seeking skills that will lead to employment (i.e., the client learns how to secure employment with minimal intervention by the counselor).

An analysis of the client's work preferences, in conjunction with demonstrated or potential work skills, aids the counselor in determining the most feasible area of employment that is acceptable to the client. The client's job search is then directed toward a specific vocational goal. The counselor meets frequently with the client in order to provide suitable job leads and company contacts, in addition to assisting the client in preparing a resume or filling out job application forms. Arranging job interviews, as well as providing client background information to a prospective employer, are duties that may also be performed by the counselor. However, it is the client's responsiblity to conduct the major portion of the job search unassisted; the counselor supplies direction and encouragement during the client's job seeking activities and initial period of employment.

Proponents of the counselor-directed (selective) placement approach believe that employment (whether sheltered or competitive) is the end result of the rehabilitation process (Usdane, 1976). The selective placement counselor views job placement for the client as the primary rehabilitation goal and all counselor activities are directed specifically toward this end, rather than toward the more general goal of client independence (although client independence certainly increases as a result of employment). The counselor assumes the primary responsibility for job development which is an on-going process of approaching employers, cultivating company contacts, and arranging client interviews.

The employability of each client is assessed during an evaluation in which the counselor gathers and analyzes all relevant client information. The job search is then conducted with the purpose of placing a particular client into a position which best suits the known interests and abilities of the client.

The counselor's main placement duty is conducting job seeking activities which involve accompanying the client to scheduled job interviews and negotiating with the employer, on behalf of the client, for a commitment to employment. Thus, the selective placement counselor provides maximum intervention during the entire placement process (i.e., the client secures employment as a result of the directed efforts of the counselor).

Most counselors utilize a flexible placement approach, dictated by individual client needs, which combines elements of both of the above mentioned placement philosophies. The general orientation of each counselor, however, remains essentially client-centered or counselor-directed.

Job Placement for the Severely Disabled

Rehabilitation counselors who are charged with job placement often cling tenaciously to the placement philosophy with which they feel most comfortable (whether it be for ideological or practical reasons), even though it may not be the most successful approach with severely disabled clients.

For the purposes of this paper, severely disabled will be defined using the criteria of the Virginia Department of Rehabilitative Services. According to the Client Services Manual issued to Virginia state rehabilitation counselors, an individual is identified as severely disabled when:

- .certain disabling conditions are present (i.e., blindness, deafness, cerebral palsy, mental retardation, and a host of other specified diseases and disorders);
- .a certain single disability, or a combination of disabilities, indicates that a client has a substantial loss of functional capacity and restriction of activity which constitutes a severe handicap to employment;
- .the client receives Supplemental Security Disability Income or Supplemental Security Income benefits (Client Services Manual, 1978).

Since recent legislation (the Rehabilitation Act of 1973) has mandated a priority on rehabilitation services for the severely disabled, counselors will have to rethink their present placement approaches, as increasing numbers of severely disabled clients appear on their caseloads. Counselors who adhere to client-centered placement, rather than a selective placement approach, may do so because they are reluctant to seek out employers in an assertive, enthusiastic manner. According to a report prepared by the Second Institute on Rehabilitation Issues (1975), rehabilitation counselors often view employer contact as threatening, time-consuming, and not related to their counseling duties. Perhaps this is why counselors spend only a small percentage of their time involved in placement activities (Salomone and Usdane, 1977).

It appears that many professionals involved in the placement of severely handicapped individuals seem to agree on the following points:

(1) severely disabled individuals come to rehabilitation because they are not able to obtain or hold suitable employment (Echols cited in Salomone, 1977);

(2) independence is coupled with work (Usdane, 1977);

(3) for many severely disabled individuals, counselors will need to intervene on the client's behalf (Salomone 1977; Brolin 1976);

(4) "the key to successful placement is the counselor's attitude of optimism and his or her commitment to the client" (Salomone, 1977, pg. 86).

Project Employability, a model job training and placement program for severely disabled adults, has shown that a philosophy of competitive job placement based on the above points has been a successful directed placement approach for the severely disabled. Project Employability is administratively located at Virginia Commonwealth University in Richmond, Virginia and is funded by the U. S. Department of Education, Office of Special Education and Rehabilitative Services. (The Project was initially funded for two and a half years by Virginia Department of Rehabilitative Services).

Project Employability utilizes an individualized approach to placement, job-site training, and follow-up services. Essentially, a client advocacy model of direct counselor intervention is applied during the initial job development stage and continues through on-site training and follow-up services for as long as necessary. Many of the points made in the ensuing text are a reflection of the experiences of Project Employability staff.

It is our belief that a client's ability to learn to find employment does not necessarily reflect the client's successful performance on the job; it is also the experience of the Project staff that the job placement of severely disabled clients involves enthusiasm, commitment, and a large percentage of the counselor's time.

Independence of the severely disabled individual, in many areas, is greatly enhanced by employment, although the client may not have been "independent" enough to find the job on his or her own. Project Employability has witnessed the growth attained by clients when they were given the opportunity to work. Without the aggressive intervention of a project staff member, these clients would probably have remained stagnant with little hope for future employment.

Anecdotal feedback from employers who have hired our clients has supported our belief that these individuals would not have been hired if they had been sent to apply for the job unassisted. A large percentage of these clients were considered severely disabled by rehabilitative services; many had also been closed from services and labeled unemployable.

Many severely disabled clients do not have the job seeking skills necessary to competitively apply for jobs in the public sector, although they *are* able to adequately perform certain entry level jobs. No job seeking skills class can change the fact that a client cannot fill out a job application because of a lack of reading and writing skills, has little or no past work history, or is deaf and unable to communicate with the employer during an interview. These clients clearly need the intervention of a placement counselor.

Hiring is frequently a subjective experience; many employers will admit that the decision to hire an applicant is made within the first five minutes of the job interview. Although going to "real" job interviews is valuable experience, it is pointless to continually subject a client to repeated failure when attempting to seek employment on his or her own.

The Responsibility for Job Placement

There are a number of beliefs as to who should carry out the duties of job placement. Some steadfastly maintain that the rehabilitation counselor alone is responsible, while others in the field would like to see specialists recruited from the business and sales world. Bruyere (cited in Usdane, 1976) notes that the debate of generalist counselor versus placement specialist has yet to be solved. It is hoped that as the field of job placement for the severely disabled continues to grow and expand, we will benefit from the broad range of experiences of those who utilize various approaches.

Bruyere (1976) makes an apt suggestion with her statement that the answer may lie in reorganization of program structure which maximizes the use of existing staff. Obviously, a rehabilitation professional who has the skill and interest to do job placement would be most effective. Forcing reluctant counselors to place clients will only result in a higher number of unsuccessful placements. Making a job placement, that is, locating an employer who is willing to hire a handicapped worker is not an extremely difficult task; however, making a "good placement" - one in which the client is most likely to experience long-term successful employment - requires skill and judgment on the part of the placement counselor. The counselor must be committed to placement because it can be a tedious, time-consuming process of job analysis and client assessment leading to a satisfactory job match for both the client and the employer.

The placement specialist model currently being used by Project Employability seems to be much more effective than the generalist counselor approach used previously. The placement specialist is responsible for all phases of job development, client assessment, and placement, as well as being involved as needed in on-site job training and follow-up services to help the client maintain employment.

Characteristics of An Effective Placement Specialist

Those professionals involved in the job placement of severely handicapped individuals will agree that it is not an easy task. Wehman (1981) has said that it requires tremendous perseverance and patience; Olshanksy (1977) stated that placement work is characterized by daily traumas that are overwhelmingly distressing. Others mention that a placement specialist needs to have a certain kind of durable and outgoing personality.

What does it take to be an effective placement specialist?

In general, the placement specialist must possess a thorough knowledge of the characteristics and abilities of the clients to be served, as well as an awareness of the current trends in vocational opportunities for the targeted population (i.e., the severely disabled). A strong commitment to the belief that handicapped workers do make valuable employees may be the most important attribute of a placement counselor.

Knowledge and commitment alone, however, do not distinguish the placement specialist; it is the ability to actively convey the employability of the severely disabled to a wide variety of individuals (employers, parents, clients, other professionals) that is the hallmark of the placement specialist. It appears, then, that a good placement specialist is not only a competent rehabilitation professional, but is also able to function comfortably and effectively in a public relations role.

On a more specific level, placement counselors should exhibit specialized skills in the various task areas which comprise the placement process. To aid in identifying some of these necessary skills, an outline of the placement structure used by Project Employability has been prepared. Table 1 lists the major components of the placement process, as well as the important skills needed to perform each step of the process.

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Insert Table 1 About Here

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The placement process as outlined in Table 1 is comprised of three major areas: job development, client assessment, and placement. Each of the areas is of equal importance in the placement process; they are, in fact, interdependent. A weakness in one area may result in a problem-ridden or unsuccessful placement. The tasks involved in each phase must be performed with knowledge and skill in order to produce a placement that is most likely to be successful.

The placement process can be viewed as a simultaneous, on-going execution of the component steps involved in each phase. The actual placement of a client into employment is accomplished through the synthesis of information that is obtained during job development and client assessment activities. Therefore, the placement specialist must have the ability to focus and coordinate all parts of the placement process toward the goal of job placement.

Table 1

Components of the Placement Process	Skills Needed by Placement Specialist
1. Job Development	
(a) Contact employers to screen for potential job openings.	1a. Knowledge of area businesses and industries (type of business, location, number of employees, hours of operation, etc.). Ability to judge the type and time of initial contact (letter, phone call, personal visit). Possession of good verbal (telephone communication) and written (letter writing) skills. Professional appearance (neatly dressed and well-groomed). Possession of valid driver's license and reliable means of transportation.
(b) Provide employers with an understanding of Project Employability goals, including services and benefits to company.	1b. Knowledge of and commitment to competitive employment capabilities of the mentally retarded. Knowledge of services offered to employers: active pool of job-ready clients, initial full time on-site client training, follow-up and consultation services for handicapped employees. Knowledge of financial incentives for hiring disabled workers (e.g., Targeted Job Tax Credit, National Association of Retarded Citizens On-the-Job Training Funds). Ability to convey information to employers in an interesting, helpful, and sincere manner. Flexibility to communicate meaningfully on various levels with a wide variety of employers.

(c)	Provide information to employers regarding the abilities of mentally retarded workers.	1c.	Knowledge of the characteristics and abilities of the mentally retarded. Knowledge and experience in the successful competitive employment of the mentally retarded. Ability to actively convey the concept of employability of the handicapped in terms that will be of interest and concern to potential employers. Ability to relate the work abilities of the mentally retarded to the specific needs and concerns of the employer (i.e., productivity, loyalty, long-term reliability, etc.).
(d)	Locate appropriate job openings within company for handicapped workers.	1d.	Knowledge of the type of work performed at businesses or industries contacted. Knowledge of the characteristics of job duties which have been successfully performed by mentally retarded workers. Ability to recognize and identify positions within a company which could be filled by a mentally retarded worker (e.g., entry level positions requiring low level skills and having a structured routine).
(e)	Analyze the requirements of a job opening through pre-placement observation and communication with employer.	1e.	Ability to gather general information about the position: number of hours per week (full time or part time), weekly schedule (weekend work? fixed or variable schedule?), permanent, temporary, or seasonal work; rate of pay, fringe benefits (insurance, sick leave, vacation, salary increases). Ability to gain a detailed description of job duties from the employer and/or coworkers by asking questions of a specific nature (e.g., is the employee responsible for rotating the stock as well as putting it up? how many cleaning solutions are used to mop the floors?).

	Ability to determine specific requirements of the job in terms of a handicapped worker through observation and questioning: orientation skills needed, reading and writing requirements, physical stamina necessary, availability of supervision, volume of work performed, routine or varying schedule of duties, number and type of decisions to be made by employee, general atmosphere and lay-out of company, amount of public contact, number and nature of coworkers, etc.
(f) Arrange job interviews.	1f. Ability to coordinate schedules and appointments to effectively accommodate employers' needs.
2. Client Assessment	
(a) Evaluate client referrals in terms of employability in the competitive job market.	2a. Educational background and experience in mental retardation. Understanding of standard vocational and educational assessment tools. Understanding of social, medical, vocational, educational, and environmental factors that may influence successful competitive job placement. Ability to secure all necessary client information through coordination with all persons and agencies involved. Knowledge of essential functions of specific jobs of interest and relevance to client. Knowledge of transportation systems available to clients.
(b) Provide counseling to parents, guardians, and in some cases, agencies who do not view competitive employment as a realistic objective for clients.	2b. Educational background in mental retardation, as well as expertise in individual counseling techniques.

		Possess an awareness of current trends and vocational opportunities available to mentally handicapped persons. Ability to communicate facts and evoke understanding in reference to competitive employment for the mentally retarded while empathizing with parent and/or agency concerns and expectations. Awareness of disincentives to competitive employment for the handicapped (such as fear of losing SSI benefits) and ability to offer viable solutions or alternatives.
3. Placement		
(a) Match job requirements to client abilities in order to make an appropriate placement.	3a.	Ability to evaluate job analysis data and client assessment information to determine client's suitability and potential for a particular job opening. Ability to match job duty requirements with work skills of client, including social and communication skills required. Ability to match other essential aspects of job to client's needs such as location, transportation, hours, potential for long-term employment, parental attitudes, fringe benefits, etc.
(b) Arrange job interviews and starting dates.	3b.	Ability to coordinate schedules and appointments to accommodate the needs of the employer, as well as the client, client's family, and other agencies involved.
(c) Identify and remediate barriers to competitive employment.	3c.	Awareness of potential barriers to employment of mentally handicapped workers, such as transportation problems or lack of proper work attire. Ability to work with clients, families, agencies, and employers to coordinate efforts to remediate employment barriers by offering alternatives of solutions.

Job development involves employer contact, job analysis, and negotiation for a placement. The placement counselor must be assertive, enthusiastic, and able to communicate effectively with a wide variety of employers. The counselor should be adept at relating to an employer's needs and concerns in terms that are meaningful to the employer - detailed explanations of the rehabilitation process or an aggressive, "hard sell" approach will only serve to alienate the employer.

If the employer is interested and there exists the potential for a job opening that a handicapped worker could fill, a thorough job analysis should be completed. This phase of job development is crucial in order to determine, as objectively as possible, whether or not a disabled client would be capable of performing the job duties. Project Employability has found that there is a wide variance in job requirements for similar positions among different companies (the job duties for a dishwasher vary greatly from company to company, for example).

The placement process does not exist without the job development stage. It is essential, therefore, that the placement specialist be willing to commit a great deal of time and energy to this task area. The art of placement involves the nurturing of company contacts that have been established during initial canvassing of employers; the placement counselor must continuously engage in canvassing activities if placements are to be made.

The placement specialist must also be able to determine how much time and effort to expend on a potential employer. It is necessary to recognize the point at which it becomes frustrating and unproductive to continue to actively pursue a placement that is not forthcoming; maintaining contact with the employer on a periodic basis would be more appropriate. The distinction must be made between a possible placement and a probable placement.

Client assessment entails evaluating all client referrals in terms of employability in the competitive job market. The placement counselor must be able to understand and interpret the various vocational and educational assessment tools that are commonly used in the rehabilitation process. A vast amount of client information must be gathered and evaluated, including social, medical, vocational, educational, and environmental factors which may influence successful competitive placement.

Often, standard information that is received from agencies can be dated or vague (e.g., "this client is hopelessly retarded"); the placement specialist should not rely too heavily on this type of reporting to arrive at a final decision concerning employment for the client. The personal interview with the client will produce a wealth of relevant information - the client's communication and social skills will be a reflection of how the client will probably perform during a job interview. This is also an opportunity to determine the client's likes and dislikes, as well as establishing vocational goals.

If possible, the placement specialist should attempt to observe the client in a work situation. If this is not feasible, contact workshops and/or training centers who are familiar with the client to elicit feedback on the client's work habits and general degree of success.

Meeting with parents or guardians is an important part of the total client assessment. Parental support is a crucial factor in the success or failure of the client's employment; nonsupportive or uncooperative family situations can make it difficult for the client to achieve a satisfactory employment situation. This is also the time to discuss parental concerns and fears about competitive employment for their son or daughter.

The placement specialist evaluates all pertinent information, along with personal observations, to determine, as objectively as possible, the client's general ability and potential to enter the competitive job market. The client's social skills, behavior, transporation needs, and demonstrated work skills all serve as indicators of the readiness of the client to work competitively.

Once a client has been evaluated as work ready, the actual placement of the client into competitive employment can take place. The job analyses that were performed during the job development stage provide objective guidelines as to what specific work skills the client needs to possess or develop for particular jobs available in the community.

Job development and job analysis is a continuous process; therefore, an appropriate job lead may not exist for a particular client at the time the client is determined to be ready for employment. During the ongoing process of job development the placement specialist remains attuned to the abilities and skills of clients in reference to specific job requirements.

When a job seems appropriate for a particular client or clients (i.e., skills and abilities of the client match the specific requirements of a job), a job match has been accomplished. The placement specialist arranges a job interview for the client; if the employer seems interested, the counselor negotiates for a work start date for the client. Thus, a client has been placed into competitive employment.

Problems Encountered During the Placement Process

Throughout the placement process, there are barriers and problems which can impede a successful placement. Attitudinal barriers may halt the placement process at the point of initial employer contact. The President's Committee on Employment of the Handicapped listed "idea barriers" as a major problem in the placement process (1981). Three "idea barriers" cited in the survey were:

- negative public reaction to retarded people;
- nonacceptance by fellow workers;
- the belief that mentally retarded people are more prone to job related injuries.

It has been shown that these beliefs will decrease or disappear once the mentally retarded worker is employed (Hill and Wehman, 1980; Cohen, 1963). However, the placement specialist faces the difficult task of overcoming these barriers before a client can be placed into competitive employment.

Without employers who are willing to hire handicapped workers, placement cannot exist. It follows, then, that the major problem encountered during the placement process is in locating cooperative employers and in re-educating reluctant employers about the value of handicapped workers. The placement specialist must be prepared for, and able to counter, the stereotypical views held by many employers. It is in this situation that the placement counselor must function effectively in a public relations role. Addressing the fears and concerns of the employer, while providing facts about the successful employment of disabled persons, will reassure the employer and, it is hoped, result in a positive change in attitude.

Employers who adamantly refuse to consider employment of the handicapped, or who exhibit a deep prejudice against the disabled are not a problem in placement - they are simply to be avoided. It is unwise, and unfair to the handicapped person, to seek a placement under such an employer. The chances of successful employment for the client are minimal at best.

The job training component of Project Employability has proven to be an important advantage when contacting employers. Employers who are initially hesitant about hiring a handicapped worker find it reassuring to know that a Project job trainer will accompany the new worker, full time, onto the job site to assist with the initial training and adjustment of the client. The trainer not only assures that the job will be done satisfactorily during the early period of employment, but functions as a role model for supervisors and coworkers who may be unsure of how to interact with the handicapped worker. Also, the job trainer's role of advocate for the client is often crucial in the beginning when problems may arise in regard to job duties, relationships with coworkers, and other areas.

The incentive of the Targeted Jobs Tax Credit, coupled with the availability of free project supervision for the client, often sways an interested but fearful employer to try a disabled worker. Our long-term commitment to follow-up services also earns the respect of employers who feel that rehabilitation is truly sharing in the cooperative venture with business to help severely handicapped persons become employed.

Clients themselves can also be problematic during the placement process, although the problems they present can usually be resolved through the counseling and intervention of the placement specialist . During the client assessment period, the placement counselor will determine if there are any serious obstacles to the client's employment. Areas such as motivation to work, vocational goals, transportation, communication skills, medical conditions, and social behavior are examined in order to evaluate the client's readiness for competitive employment. A serious deficit in any area will, of course, affect the client's potential for employment. If the client appears motivated to work, has realistic job expectations, and exhibits acceptable behavioral standards, the placement counselor may determine that the client is competitively employable. Further investigation into the work habits and the abilities of the client (demonstrated or potential) will guide the placement counselor in focusing in on the most feasible areas of employment for the client (e.g., the client expresses a strong desire to perform janitorial work, but will need a great deal of supervision with little public contact).

The client's family or living situation is a strong influence during the placement process. Family attitudes may range from overprotective to uncooperative. The placement specialist must be able to understand and offer facts and reassurance to the family or other persons involved with the client prior to placement. If the family seems hesitant about competitive employment for the client, this must be addressed immediately, not when the client has been offered a job. Project Employability has encountered the refusal of families to allow a client to accept a job or to pull a client from a job once he or she has begun working. This can often be avoided by being as straightforward as possible during the initial meeting with the family.

This section has not been intended as an exhaustive analysis of the problems that may arise during the placement of handicapped persons into competitive employment. Every professional involved in job placement has certainly experienced a myriad of problems that are unique in nature. However, the three basic problem areas (related to employers, clients, and families) which have been discussed represent the most frequently encountered problems in the job placement of severely disabled individuals. Table 2, below, has been prepared to pinpoint specific problems within these three areas and to offer effective responses for the placement specialist when faced with a difficult situation.

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Insert Table 2 About Here
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Summary

The placement of severely disabled individuals into competitive employment is a relatively new phenomenon which is still in a state of rapid growth and expansion. Professionals in the field continue to search for the most

Table 2

Presenting Problem	Response of Specialist
1. Employer	
(a) During initial contact (either by telephone or in person), employer is reluctant to meet with placement specialist.	1a. Send or leave program information with employer; follow-up with phone contact at a later time. (As a general rule after two direct contacts by phone or in person, and a written contact, it is best, at this time, to leave the employer with the option to respond).
(b) Employer holds stereotypical views of the characteristics and abilities of handicapped persons.	1b. Provide examples of the types of jobs which various handicapped workers perform successfully, as well as the different personalities of the workers (e.g., alleviate the employer's spoken or unspoken fears about communicating with a handicapped worker, incidents of violence, bizarre sexual behavior, occurrence of seizures, etc.). Treat all employer concerns as legitimate and seek to reassure the employer of the long-term support of the project staff.
(c) Employer does not view handicapped persons as a feasible source of labor.	1c. Provide factual information about the successful employment of handicapped workers which relates specifically to the employer and the type of business (e.g., the administrator of a nursing home may be interested in the successful employment of a client who works in the housekeeping department of a local hospital). Financial incentives, such as the Targeted Jobs Tax Credit, may sway the employer to try a handicapped worker on a "trial" basis.
(d) Employer has unrealistic expectations concerning handicapped workers.	1d. Provide the employer with concrete examples of what can realistically be expected from a handicapped employee (e.g., a client may be able to unload stock from a truck, but even after many months on the job he may not be able to drive a forklift or fill out

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	inventory forms). The employer should be led to understand the individual variability of each handicapped person - one client may need a very structured routine on a permanent basis, while another may be able to adapt to changes in schedule after a period of time on the job.
(e) Employer appears interested, but vacillates in regard to setting up a client interview or specifying a starting date for hire.	1e. Given the investment of time that has been made up to this point, the placement specialist must try to determine as objectively as possible whether the employer is genuinely interested or if an attempt is being made to avoid further involvement. If there seems to be genuine interest, perseverance and patience (not harassment) on the part of the placement counselor usually leads to a placement. When the employer seems to be avoiding further involvement, it may be best to leave future contact up to the employer (if the employer does, in fact, call you later, you can be sure that he is truly interested).
(f) Employer is able to provide only a vague description of job duties or subsequently changes job duties between the time of the client interview and the starting date of employment.	1f. A thorough description and analysis of the job duties should be obtained before any client is taken to the job interview. The placement specialist should also attempt to observe the job duties being performed before placement; in this way, any discrepancies between what is supposed to be done and what the job actually entails can be discussed with the employer. If an agreement cannot be reached in terms of the client's capabilities and the requirements of the job, there are several alternatives: 1) arrange for another client, who is capable of performing the job, to be interviewed; 2) suggest job modifications in which specific job duties could be traded and/or shared with coworkers (perhaps the handicapped worker could wipe down tables for a coworker while the coworker rotates stock which requires reading skills); 3) If arrangements cannot be made to place a client into a position at this time, assure the employer of your continued interest in working with him in the future and maintain contact on a periodic basis.

2. Client

(a) Client has unrealistic or undefined vocational goals.	2a. Provide the client with information about a variety of jobs that are available in the community, based on an assessment of the client's interests, qualifications, and past work or training experience. Counsel the client regarding employment opportunities that are realistically within his capabilities (e.g., a client who states that he wants to be a singer can be directed toward a more practical job goal and encouraged to sing as a hobby only).
(b) Client has low social and/or communication skills or exhibits poor hygiene habits.	2b. The placement specialist should note during the client interview any problem areas. This information should be shared with the family and referring agency in a straightforward manner. Prior to a job interview it may be necessary to involve the family in making sure that the client is appropriately groomed. If the client has poor social skills, the placement specialist may review important parts of a job interview with the client (e.g., practice shaking hands, how to sit properly during the interview, answers to questions that may be asked). In many cases, the placement counselor should take on a more aggressive role during the actual interview and try to focus the employer on the client's capability to perform the job.
(c) Transportation to and from work is a problem for the client.	2c. If the client lives near a bus system, but does not know how to ride a bus, bus training for the client can be arranged. The family and/or referring agency may also be able to provide assistance with bus training. Other alternatives for transportation are: (1) arrange transportation to a bus line; (2) arrange car pools with coworkers or persons working near the client's job site (such as neighbors or relatives); (3) the client may be able to ride a bicycle to work; (4) search for possible employment within walking distance of client's home; (5) companies that provide transportation for the handicapped can be contacted; (6) the client may take a taxi to and from work.

3. Family

(a) The family (or guardian) of the client has unrealistic vocational goals for the client.	3a. Provide factual examples of the types of jobs which various handicapped workers perform successfully, relating this information specifically to the client. For example, it may be of interest to them that another client who was in the same vocational center is working at a local restaurant as a dishwasher. Counsel the family regarding employment opportunities that are realistic in terms of the client's abilities (they may not be aware of the specific job requirements necessary in certain occupational areas).
(b) The family (or guardian) is overprotective in regard to competitive employment.	3b. Provide examples of the types of jobs which various handicapped workers perform successfully. Empathize with the family while attempting to alleviate the fears they may have about competitive employment. Treat all family concerns as legitimate and seek to reassure the family of the careful job match that is made, as well as the long-term support of the Project staff. Gentle confrontation is sometimes appropriate and the family may also be persuaded to allow the client to work on a "trial" basis.
(c) The family (or guardian) is non-supportive in regard to competitive employment.	3c. Reinforce the importance of all family members to the success of the client's employment. Stress the advantages of the client being employed (contribution to household income, independence of client, more time alone for family members, etc). It may be necessary to increase the amount of project involvement with the family before, during and after placement if the family seems reluctant to cooperate on its own. In extreme cases, the support of other agencies, relatives, or neighbors may be recruited and the client can be successfully placed even though the family is non-supportive.

(d) The family is overly dependent on the security of monthly public support payments.

3d. Provide factual information concerning Supplemental Security Income payments which may alleviate the family's fear of losing a stable monthly income (e.g., the initial trial work period and automatic re-entitlement to benefits for two years, etc.). Convey to the family the reality of the paycheck, in terms of number of dollars, which the client will be earning compared to the amount of the SSI check. In some instances, the family may force a client to resign just before SSI payments are to be cut off. It may be appropriate, particularly if the client has been a productive and stable employee, to inform the family that the Social Security office may investigate the circumstances surrounding the client's sudden resignation from employment.

effective means of placing this population into employment. Placement counselors debate the superiority of client - centered placement versus counselor - directed placement.

As professionals intimately involved in the successful competitive placement of severely handicapped individuals during the past three years, we clearly recognize the advantages of the counselor - directed placement approach for severely disabled individuals. Our experiences have indicated that the client with severe disabilities needs the directed intervention of a job placement counselor in order to enter the competitive labor force. The placement model presented in this paper is an outline of a successful counselor - directed placement approach used by Project Employability in the placement of severely handicapped clients. It is hoped that as larger numbers of these clients are placed into competitive employment, more information concerning successful approaches will be generated in the field.

Each placement specialist carries out the duties of the placement process in a unique and individual manner; yet there are certain attributes and characteristics which account for the greater effectiveness of one placement counselor over another. Perhaps our analysis of the components of the placement process, along with the skills and abilities necessary to perform each step, will help to clarify, in a more objective manner, the nature of an effective placement specialist. Competitive placement can be a difficult process. Awareness of the problems that are likely to occur along the way will aid the placement specialist in being prepared to respond appropriately.

As we gain a deeper understanding of the nature of the placement - if we persist when we feel most frustrated, if we remain sincere and caring professionals, if we continually strive to improve our skills - we will be able to provide more effective placement services for our severely disabled clients.

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CONSIDERATIONS FOR REPLICATION OF A JOB PLACEMENT PROGRAM FOR SEVERELY DISABLED PERSONS[1,2]

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Pam Pendleton

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Abstract

In order to increase the impact of Project Employability, a successful job placement program for severely disabled individuals, an initial replication was undertaken in Virginia Beach. A detailed list of guidelines and criteria provide the framework for evaluating the viability of a program and its location for competitive employment. The major components include: case management services, training component of a program, residential considerations for clients, availability of employment in area, transportation, and administrative support. As a follow-up to this assessment, a description of the Virginia Beach replication is provided. This program description highlights the points involved in a job placement replication and utilzes initial program results as documentation.

Considerations for Replication of a Job Placement Program for Severely Disabled Persons

Although there has been a proliferation of research and demonstration vocational programs for handicapped individuals in the past decade, there has been far less in the way of systematic replication of model practices. One notable exception to this problem has been the work of Bellamy and his colleagues in establishing numerous satellite workshop sites in the Pacific Northwest for the specialized vocational training of severely retarded adults (Bellamy, Inman and Horner, 1979). Unfortunately, the dissemination and replication of most project efforts never gets to practitioners nor are these efforts adapted in such a way as to be of use to small programs with limited funding and no university resources.

It would appear that in order for a model vocational project to be truly viable and capable of wide reaching impact that criteria for replicability should be established early in the program's development. For example, much of our recent writing (Wehman & J. Hill, 1979; Wehman & M. Hill, 1980; Wehman, 1981) has concentrated on implementing and monitoring a competitive employment demonstration program for the moderately and severely handicapped. We are not alone in these efforts as Rusch & Mithaug (1980), Schalock (1981), and others have been active in nonsheltered employment of the moderately and severely handicapped. Yet of what long term use is this work if it cannot be replicated in other settings with similar populations but less resources? In our opinion the use is limited at best.

Therefore, we have established criteria which we feel are important guidelines for assessing the viability of an adult service program for the severely disabled for job placement into competitive employment. More specifically, through federal funding from the Rehabilitation Services Administration, we have been able to secure support which allows for the systematic replication of the trainer-advocacy model used in Project Employability at different adult services centers in Virginia. At each site, one of which is to be established each year, a small number of staff will be employed in order to replicate the procedures and placement techniques used in the Richmond-based Project Employability.

There are two main purposes of this paper. First, we will describe the major screening and assessment tool which was used to determine viability for a replication site. It must be understood that all points in the questionnaire, which is listed in Table 1, certainly need not be present to initiate a job placement program; it will be easier however, to surmount obstacles if the majority of these points is available. The second part of this paper is aimed at a brief description of how a replication site is established. In our first year, we have established such a site in conjunction with the Virginia Beach Mental Retardation Program. The sequence of these efforts and an overview of the primary experiences will be outlined

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Insert Table 1 About Here

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Major Components in Assessing a Replication Site

In the sections below, the several major components involved in assessing a replication site are identified. These include case management, training components of the facility, residential consideration, transportation, administrative support and the competitive job market. The questionnaire used by Project Employability is listed in Table 1 on the following pages.

Case Management

Case management utilizes many programmatic activities to provide service plans for disabled persons in the community. The case manager typically advocates for clients by seeking and finding persons needing service, arranging for attendance to appropriate programs (training and residential considerations),

Table 1

Project Employability
Replication Site Questionnaire

A. (Please check the appropriate box)	Yes	No	Unknown
I. CASE MANAGEMENT			
1. Does the Counselor's caseload permit frequent client attention?			
2. Are counselors trained in behavior modification skills?			
3. Are staff training programs available?			
4. Is job site trainer/advocate model presently being developed?			
5. Is parent assistance currently available?			
II. TRAINING & SHELTERED COMPONENTS			
6. Is program predominantly vocationally oriented?			
7. Are Art & Craft skills considered important?			
8. Are evaluation procedures data based?			
9. Is individual behavior programming utilized?			
10. Is staff trained in behavioral programming?			
11. Is job placement staff available?			
12. Can clients receive a wage through sheltered employment?			
13. Are work stations modeled after real environments?			
14. Are sheltered contracts representative of jobs available in the community?			
15. Is a competitive job training component available?			
16. Are appropriate industrial materials used?			
17. Is there a client waiting list for services?			
18. Is a public transit system accessible to shop?			
19. Is transportation considered a major barrier to competitive employment for many clients?			
III. RESIDENTIAL CONSIDERATIONS			
20. Are Group Homes available?			
21. Are Group Homes on a bus line?			
22. Are adult liscensed homes available?			
23. Are adult homes on bus line?			
24. Is there a semi-independent living apartment program?			

	Yes	No	Unknown
25. Would group or adult home rules prohibit night or weekend work?			
IV. TRANSPORTATION			
26. Is the geographical area sufficiently covered by the local transit system?			
27. Is public transit available at night and weekends?			
28. Is taxi service available?			
V. ADMINISTRATIVE SUPPORT			
29. Is the administration committed to competitive employment for clients?			
30. Will the administration match a staff person for competitive placement and training?			
31. Will travel time and funds be made available for staff development?			

B. The following section explores the particular problems, strengths and weaknesses of the service area.

32. What is the average number of clients on a case manager's caseload? ________

33. What percentage of these clients would be considered severely disabled? ______

34. Describe any staff development programs currently operating or planned in the near future.

35. What is the staff-to-client ratio in the Group Home ______, Training Center ______, Sheltered Workshop ______, Semi-independent living project ______.

36. List transportation services other than public bus and taxi service. Describe the fare charge.

37. Describe any special transportation features available to handicapped. (i.e. reduced cost, pass fare card, wheelchair accessibility, etc.)

38. The total identified client population in the service area is ______________.

39. The estimated number of clients needing job placement and training assistance is ________.

40. If the client incidence rate is higher or lower per capita than the norm, explain the reasons.

____

____

____

41. The number of clients living at home is _________,in a group home _______, in semi-independent apartment ________.

42. The service population of the training center(s) is _________, the sheltered workshop __________.

43. The number of clients on waiting list for the training center is ________, the sheltered workshop _______, the group home _________, the semi-independent apartment program ________.

44. What percentage of the client population would be considered severely disabled? _________

45. List any training programs or grants available through the Department of Rehabilitative Services or CETA.

____

____

____

____

46. Describe the success or failure of the Targeted Jobs Tax Credit.

____

____

____

47. What is the distance from Richmond to the replication site? ________

48. Describe any temporary housing that might be provided for 1 or 2 Richmond staff members.

____

____

____

C. The next section explores the types and availability of jobs in the community.

50. The local unemployment rate is _____%.

51. List potential job sites in this service area using the following code.

(1) Formal Restaurant
(2) Fast Food
(3) Cafeteria
(4) Factory
(5) Hospital
(6) Nursing Home
(7) Hotel/Motel
(8) University/College
(9) Government operated
(10) on busline
(11) Federal contracts
(12) Custodial
(13) Maintenance

NAME	COMMENTS & DESCRIPTIONS

counseling parents and guardians, and by providing direct follow along services.

In choosing a community for a job placement model program, the number and service style of case managers becomes very important. The ratio of case managers to clients served is important because effective follow-up and intervention of job related problems requires regular direct contact with employees, employers, parents and guardians. Insufficient coverage by case managers will ultimately reduce the number of clients successfully placed and trained due to the expanding requirements of project staff to provide (follow-up - follow-along) services as more and more clients are placed.

Once a client is placed in a new job and the initial training is complete, the job trainer begins to fade out. At this time, case management may be utilized to begin providing follow-along services. In utilizing a community's case management as a resource, the case managers must first be trained in dealing with employers. Typically the case manager deals with many subgroups in the community; however, since few severely disabled individuals have histories of employment, case management must be sensitized to the needs and feelings of the employing agent. This factor is critical in providing counseling, and designing behavior change programs that will not disrupt the business operation.

The ratio of case managers to clients, style of training, and receptiveness to in-service training are critical factors in choosing an appropriate replication location. Additional aspects of case management would include an analysis of the case manager's skills in using behavior modification and working with employers.

Training Components in Facility

In assessing the viability of beginning a competitive job placement program in a community, two of the most important factors to be evaluated will be the type and quality of training the potential clients have received or are receiving.

The type of training programs available in the community are important because facilities that emphasize vocational programs are more likely to provide movement of clients through the system, serving more persons for shorter periods of time. An arts and crafts program oriented facility is more likely to provide long term day care for smaller numbers of persons and operationally becomes a more stagnant environment. An additional factor to consider concerning the number of persons receiving training is that the facility may only be training a small number of the potential referrals. Many job placements then would be dependent on a population pool which had received very little or no training due to long waiting lists.

In determining the quality of a program, several factors which are listed below can be identified as important variables:

.Data based evaluation - necessary in providing measurable information on clients progress and to assess the efficacy of each individual's program.

.Individualized vocational program plan - each person's needs are different and individualized objectives should be established. A major objective for one client may not be necessary for another. For example, one individual's major barrier to employment may be lack of parental support. Therefore, a vocational objective oriented around parental attitude change would be necessary. Another client may have total parental backing, yet may have a severe transportation problem.

.Professionally trained staff - the more skilled the client's trainer is in providing services, the greater are the client's chances for future job success. In addition to staff expertise, another factor to consider here is the availability of staff development opportunities. Inservice training in behavior management skills, stress management, public contact, etc. help prevent a reduction of staff's energy and creativity.

- Job placement staff - many training facilities have recognized the need for job placement personnel but few are willing or able to commit financial backing to the necessary positions, and fewer still recognize the importance of providing training at the job site. The organization's attitude towards job placement can be assessed in part by evaluating these elements.
- Work stations which are representative of natural work environments - the greater the similarity of training materials to those in actual job sites, the smoother the transition will be of clients into the real environments. It is imperative that the training curriculum and pre-employment program be linked directly to what skills are required in nonsheltered employment.

Each of the items listed above will affect the efficacy of a job placement program and should be carefully considered when instituting a new program.

Residential Considerations

The location and type of residence that handicapped persons have are significant variables in estimating their potential success in competitive employment. In selecting an appropriate replication site it is necessary to analyze the assets and liabilities of the community's residential alternatives.

Location. Transportation is the major reason for looking at the home's geographical location. If regular public transportation is not easily accessible to the home, alternate modes of transportation must be developed. These alternative modes may entail car pooling, paying a coworkers, using a taxi service, riding a bicycle or moped, and walking. Each of these modes will require additional planning and training time and may or may not be dependable on an extended and regular basis.

Success in making and maintaining competitive job placements may be greatly dependent on the availability of public transportation. The sophistication of residential program planning is often characterized by whether the living facilities are on a public transportation route. In many instances, however, local zoning, financial restraints, and citizen blackballing may prevent utilizing housing in optimum locations.

Residential Format. One important consideration is the transitional component or lack of one in the various home living arrangements. If movement to less restrictive environments is built into the community's program as in the diagram below, then care must be taken to analyze whether these moves may prevent getting to work due to a change in home location, leading to resignations and possible terminations. This factor should be considered when identifying appropriate jobs and appropriate job locations.

Parent/Guardian Home   Independent Living Arrangement
Institution → Group Home → Semi-Independent
Adult Licensed Home   Apartment

Rules and Regulations. The rules and regulations of each residence should be considered to determine if they might be incompatible with employment. Many group homes, for example, do not allow residents to remain at home unattended; thus weekend, nightime, and odd hour jobs may become unavailable due to the home's staffing schedule. One instance of home rules affecting a person's job occurred when an employee was asked to resign from his job as aversive therapy for exhibiting inappropriate behavior at home.

Handicapped persons living in their parents' or guardians' home may be subject to rules which prohibit certain jobs. Many entry level jobs require Saturday, Sunday, and evening work; this, however, might conflict with the parents' daily schedule or even their religious beliefs.

Guardian attitude, home location, transitional alternatives, and home rules and regulations all affect the handicapped person's potential for success in competitive employment. An analysis of these variables is necessary in choosing an appropriate site for implementing a successful job placement program.

Transportation

One of the major barriers to achieving competitive employment for severely disabled persons frequently is lack of transportation. A person may be skilled, motivated, and available, yet a lack of means to deliver that person to a job site creates in many cases the "unemployable" classification given out by state rehabilitation agencies. In recent years, individuals in the United States have mobilized themselves by private automobile; this in turn has de-emphasized the development of mass transit. This circumstance most adversely affects those unable to "drive" by reducing or removing their mobility. Communities vary in their ability to provide transportation. For example, urban areas are much more likely to have public transportation, and thus they become more attractive sites for a job placement program. However, many communities with inadequate mass transit have recognized the handicapped person's plight in transportation and have developed resources to remediate the problem in this area. The availability of specialized transportation services is often unpredictable and undependable due to the lack of daily routine and the high need for service during peak periods. Another resource that may be utilized by a community is subsidized cab fare. By reducing the rate to a practical level, cabs could be utilized as transportation to and from work. Transportation expenses for traveling to and from work can be deducted from earned income when computing Supplemental Security Income (SSI) payments, if it can be shown that the person would not be able to work without special transportation. Each individual's ability to utilize this to their benefit will depend on their salary, average hours worked and SSI status.

The following questions should be raised when considering the development of a job placement program: Is the geographical area sufficiently covered by a local transit system to support a job placement program? Are there additional resources that can be tapped to provide other forms of transportation: (car pooling, reimbursement to co-worker for providing transport, parent and guardian willingness to transport, safety and feasibility of walking, using a bicycle, or driving a moped)? Each of these factors is significant in initiating and delivering a job placement program.

Administrative Support

An absolute necessity in developing a replication site is administrative support from the community and agency. The administration must be committed to competitive employment as a major objective for their disabled citizens. The agency should have the resources and inclination to provide staff members whose sole purpose is the competitive job placement of clients. An appropriate administrative posture will strongly encourage exit from the training center into nonsheltered competitive employment. Positive administrative support is translated into reallocation of scarce resources for competitive employment activity. Travel time and funds should be allotted for staff development and client on-site monitoring. Finally, the administration should help provide workshops and meetings to parents, staff, and other involved community members concerning the ramifications of initiating and operating a job placement program.

Competitive Job Market

Evaluation of the job placement potential in a community must entail a careful review of the competitive job market. Several factors can be examined which estimate the availability of appropriate jobs for severely disabled persons. The unemployment rate is positively correlated with job availability. Simply stated, the greater the number of persons seeking employment, the greater the competition for each job. Thus, due to the sparsity in the work force a low unemployment rate would be advantageous in placing handicapped workers.

The sections above have listed and described components to assess in determining the viability of a geographical area for competitive employment opportunities. The table included can be used as a screening instrument. However, in order to demonstrate this process more clearly we have chosen to describe the establishment of a replication program. This program took place in Virginia Beach with an adult services program. Below is a description of how each of the major components is applied.

Establishment of the Virginia Beach Replication Site

The Role of Case Management

Two case managers serve the community's mentally retarded population. One of the case managers is assigned to the vocational program where Project Employability is based. The caseload for this individual is approximately 85.

Initial utilization of case management in dealing with considerations of the client's competitive employment include: counseling with parents and guardians, and follow-along services once Project Employability staff fades significantly. The follow-along services do not presently include crisis intervention or any on-site training; rather, they are comprised of monitoring quarterly evaluation forms, and making monthly employer contacts.

To improve the case management component in job placement programs, development and training is needed in areas that include: how to deal with clients without upsetting business routines, being inconspicuous to customers, subtle utilization of co-worker and supervisor training skills, and dealing with employers i.e. respecting their ability to terminate a person's employment.

Training Components in Virginia Beach Vocational Center

Virginia Beach Vocational Center is a vocationally oriented facility for 65 mentally handicapped adults from the community. Thus, for our project, the number of potential placements and referrals is coming from a large population of clients who are receiving vocational training. Training is conducted by floor supervisors at a ratio of 1 staff for every 8 clients.

In looking at the quality of the program we will review factors previously identified as important variables.

Data Based Evaluation. Upon acceptance into the program, each client must go through a two-week evaluation period. At this time, data are collected to assess the client's skills through the use of skill sheets, on-off task data, and work adjustment checklists. A meeting is held with the client, parents and/or guardians, and the vocational evaluator to determine the needs of the client. If it is recommended that further training is needed, the client is accepted into the Virginia Beach Vocational Center program, and he/she begins training. A client wage and hour evaluation is filled out to determine a production rate and hourly wage for the client. This is revised every 90 days according to the performance of the client. If performance has declined, on-off task data and skill sheets are again used to try and pinpoint problem areas.

Individualized Vocational Programming. Individual life plans are determined for each client upon acceptance into the Virginia Beach Vocational Center program. The life plan establishes individual goals and objectives for the client. Each client is placed into one of four skill levels according to his abilities and needs. Level I and II clients receive direct training at the center by floor supervisors. Level II is the pre-employment stage for those clients preparing for competitive employment. Level IV clients are those placed in competitive employment by Project Employability. This type of individualized planning enables staff to have a better understanding of where the client stands in relation to vocational needs, objectives and goals.

Professionally Trained Staff. Clients are divided into three groups at the Center, each group being supervised by two floor supervisors. The floor supervisors meet production needs as well as training needs. They must also handle behavioral problems as they arise. It is therefore very important for floor supervisors to be well trained in all areas. Of the seven floor supervisors, five have bachelor's degrees and two have at least 3 years of college. Due to the financial situation, the center must depend on the aide of volunteers and CETA personnel who are not always skilled trainers. Because of this, more inservice training should be developed to insure staff development.

Job Placement Staff. Virginia Beach Vocational Center recognizes the need for job placement personnel. The center is set up on a progressive format. Level I and II clients receive training at the center. When criteria are met, and a position becomes available, these clients are placed in an enclave. From the enclave they not only learn job skills, but more importantly, work adjustment skills. After proving success in the enclave, Virginia Beach Vocational Center feels the client is trained and ready for competitive employment (Level IV).

Work Stations. Virginia Beach Vocational Center provides real contract work for the clients - not simulated work. Clients work from 8:30 - 3:30 and have 30 minutes off for lunch. Clients must call in if they are sick or unable to get to work. All clients clock-in and out at appropriate times. Clients are paid a percentage of minimum wage according to their production rate as opposed to a piece rate. Virginia Beach Vocational Center strives to model work stations and work procedures after the real work environment.

Public Transportation. Virginia Beach Vocational Center is located on a bus line; however, when Project Employability first began its work at the center, the majority of clients were being transported by door-to-door van service provided by the center. This was not only costly, but also gave parents and client a sense of unrealistic dependence on this door-to-door "taxi" service. These problems have since been brought to the attention of the center and the staff is currently revising its transportation system. Level III clients will begin transportation training and eventually be required to use public transportation to work at the vocational center.

Residential Considerations

Of the 65 clients serviced by the center, 49 live at home with parents or guardians, 12 live in a group home and four live in supervised apartments. As mentioned earlier, clients living at home are currently being transported to work by the center vans. Both the group home residents and residents living in the supervised apartments are under the auspices of Volunteers of America. Staff members work to meet the needs of each client as they relate to independent living and their focus on independent living both stresses and supports competitive employment.

Once residents of the group home meet criterion, they are moved into the supervised apartments. These apartments are within walking distance of a bus line and the counselors are cooperative in helping project staff with both transportation problems and behavioral problems on the job site. Clients living in the supervised apartments are integrated into a community setting since residents of the program are scattered throughout the apartment complex. The group home, however, is not integrated into a community setting. It was built to be a "group home" and is isolated from other housing.

Administrative Support

The Virginia Beach Vocational Center is strongly committed to competitive employment of their clients. Their program is structured and staffed to prepare clients for competitive employment. Virginia Beach Vocational Center has provided an "in-kind" match person to work with Project Employability staff and have provided financial support for staff development and client on-site monitoring. Project Employability staff are present at weekly staff meetings and are given an opportunity to exchange information with Vocational Center staff.

Need for a Cooperative Agreement

In establishing the replication site, a cooperative agreement was made between Richmond Project Employability and Virginia Beach Adult Services. This agreement is of paramount importance to the success of the replication site. Perhaps the two most important aspects of the agreement were that the Virginia Beach Vocational Center would provide a 40-hour staff person to assist with the project, and that the Virginia Beach Adult Services administration would be sincerely committed to the goal of competitive employment for its clients.

The vocational center provides Project Employability with one full-time staff person to assist in providing job placement, on-the-job training and follow-up services. This person has also been helpful as a liason between Project Employability staff and the staff at the Vocational Center. Without such a person, it is likely that feelings of resentment could develop among instructors and floor supervisors in the vocational center as, suddenly, their best workers are moved out into "outside" jobs. Much more attention is then given to the job placement rather than their vocational training program. By using a floor supervisor or instructor as the match person for Project Employability, this problem has been prevented. As clients are placed and trained, this match person can truly appreciate the valuable training received at the Vocational Center. This appreciation is expressed by Project Employability staff, and when the match person (a peer) relates her positive on-the-job-training experiences to the Vocational Center staff, it is more meaningful.

In addition to assisting in Vocational Center staff relations, the match person is helpful in that she also is familiar with the clients, their families and the community. This is a valuable resource when assessing a client's employment situation.

As severely disabled adults from a vocational center are placed in competitive employment, many barriers hinder the process. Therefore, a sincere administrative commitment and support of the program is essential to its success. The Virginia Beach Vocational Center fully supports the job placement efforts of Project Employability and implements comprehensive pre-employment training programs to prepare the clients and their families for the day when competitive employment is not just a possibility, but a reality. Most often, the actual job placement process happens quickly; clients and families are faced with making sudden uncomfortable adjustments. Having been through the Level III pre-employment training component (as described earlier), the client and his family more readily accept the challenges of a competitive job and are better able to deal with the adjustments or changes necessary. Administrative support in dealing with the barriers relative to competitive employment has directly parallelled with the success of the replication project in Virginia Beach.

Job Market

In choosing a replication site, another area of primary concern is the availability of entry level, unskilled jobs in the community, The Norfolk/Virginia Beach area abounds with food preparation and service worker openings. According to the Virginia 1982 Industrial and Occupational Employment Projections prepared by the Virginia Employment Commission, food preparation and service worker openings in the Norfolk/Virginia Beach area ranked 6th in occupations with the largest number of job openings. Virginia Beach attracts many tourists, and as a result, there is an abundance of service area jobs. However, many of these openings may be seasonal, and not suitable places of employment for clients of Project Employability. Another asset of the Virginia Beach job market is the large number of businesses that have contracts with federal government. There are also many military complexes in the area, including six naval bases.

Staffing Plan and Functions

The replication site staff consists of a replication site coordinator, a full time job training specialist (match person) and a part time-temporary job training specialist. The replication site coordinator and part time job training specialist positions are funded through Project Employability.

In order to increase effectiveness, flexibility and to prevent "burn out", the staff works as a team as much as possible. Whenever feasible, all three staff members become familiar with each job site. However, one trainer-advocate is primarily responsible for maintaining that employment site.

The replication site coordinator is responsible for establishing and maintaining the trainer-advocate job placement model with the clients of the vocational center where the program is based. Initially the coordinator serves as a placement counselor. Referrals are taken from the center's vocational evaluator who coordinates the pre-employment Level III training program. Each of these referred clients is individually interviewed by the replication site coordinator. Parents or other involved persons are also interviewed and counseled, addressing their needs and concerns as well as those of the client. With an initial pool of 15 referrals, the replication site coordinator began explaining Project Employability to community employers and seeking interested employers with appropriate job openings. The first client who was placed was also trained by the replication site coordinator. The job training specialist provided by the Vocational Center was given training and experience in each of these areas at the same time. She assisted in job development, placement and training. With this initial assistance from the replication site coordinator, she quickly learned the Project Employability model for job placement and training. Therefore, ideally, when she is not busy training on a job site, she is prepared to assist with job placement efforts.

The part time job training specialist is mainly responsible for maintaining the successful employment of those clients already trained. Thus, her primary role is follow-up and advocacy; however, she too, provides on-the-job training, and may, at times, assist with job placement.

Results to Date

The success of a job placement program will ultimately be evaluated by the number of persons placed into jobs with a concomitant evaluation of duration, retention, and extended outlook of the competitive positions. Additionally, the handicapping conditions of the employed population must be viewed closely.

The first replication site staff placed five disabled persons into competitive jobs in the first 100 days of operation. It is not unusual to expect that very early placement activity might flow smoother due to the density of employable persons in the client pool. As the more able individuals are placed, the "client pool" tends to become comprised of more severely handicapped persons, and these individuals may require more time to place and train. This condition is partially supported in the first replication site by the fact that two of the five persons placed have only mild mental retardation reported as the handicapping condition, although the state placement, rehabilitation agency considers them severe due to their receiving supplemental security income.

Considerable emphasis on movement of persons through the vocational continuum from the sheltered components through enclave work to competitive employment is evident at the replication site. This movement will provide vacant spots along the vocational continuum and therefore help prevent stagnation of the client pool.

Table 2 provides demographic data concerning the five persons placed in the first replication site.

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Insert Table 2 About Here
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Conclusion

In evaluating the handicapped individual's potential for job placement, a replication site analysis must go beyond "in-house" considerations to include the community where the person would ultimately be placed. A pragmatic and ecological evaluation would, in addition to evaluating the skills and deficits of the individual, include an analysis of community variables such as case management services, training programs provided by available facilities, residential alternatives, transportation, administrative attitude, and the competitive job market. It is important to note that job placement activities should not be totally dependent on the availability of other "appropriate" vocational, residential, self help services. Job placement can be successfully achieved in many cases even though a minimum of other services is available. The amount of time training on the job site, the number of people placed successfully and the rate of job

Table 2

Client Demographic Data: Replication Site 1

Name (Code)	Position and Date Hired	Major Disability and/DRS status at placement time	Date Terminated and reason if not presently working	Months Employed	Months Working	Gross Income	Apprx. Taxes Paid Fed. & State
Cliff	Kitchen Helper 2-12-81	Mild M.R./ Severe-Open		3	3	984.04	97.42
Rocky	Crew Person 2-27-81	Mild M.R./ Residuals of Polio/ Mental Health Client Severe-Closed	May, 1981 Resigned	3	3	578.45	57.27
Nicky	Kitchen Helper 3-11-81	Mod. M.R./ Severe-Closed		3	3	1142.72	113.13
Butch	Janitor 3-25-81	Mild M.R./ Severe-Open		2	2	967.57	95.79
Midge	Laundry Bagger 4-20-81	Mod. M.R./ Severe-Open		1	1	703.18	69.62

retention are factors that will fluctuate depending on the individual and the community support system.

The present success of the replication site in Virginia Beach supports the contention that a substantial number of handicapped persons, who have never worked before and whose previous prognosis was unemployable, can be placed successfully into competitive employment if direct on-site intervention, training, and follow-up is provided. Furthermore, it is evident that the on-site trainer-advocate model can be implemented with a minimum of financial resources which includes two to three staff members, local auto travel funds, and telecommunication service.

In cost analyzing Project Employability's endeavors it is becoming evident that administrative costs can be reduced greatly if the concept becomes generally accepted. Many staff hours are consumed convincing parents, guardians, employers, and professionals to give on-site training the emphasis it deserves. Additionally, many staff hours are expended by Project Employability on project dissemination: publications, presentations and site visitations. Greater numbers of persons could be placed if the administrative duties were reduced.

The replication site is a testing ground for the Project Employability model, where the emphasis is on direct service and administrative overhead is minimized. The replication site is early in its developmental stage; the next two years will provide substantial data for evaluating the appropriateness of the model and a cost analysis on the practicality of implementation.

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FACILITATING EMPLOYMENT FOR MODERATELY AND SEVERELY HANDICAPPED YOUTH:

Overcoming Problems In Secondary Programs

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Abstract

The present paper is concerned with identifying problems in the secondary special education programs which interfere with the potential employability of moderately and severely handicapped individuals. Five problems are discussed along with suggestions and guidelines for overcoming these problems. These problems include: the inadequacy of current curriculum, the organizational weaknesses in school vocational programs, the frequent lack of communication and cooperation between vocational and special educators, a lack of parental support, and ignorance on the part of the public and employers. A quality inservice education program was identified as one important way to overcome these problems. Several guidelines were presented as a framework for providing inservice.

Facilitating Employment for Moderately and Severely Handicapped Youth: Overcoming Problems in Secondary Programs

There have been ample demonstrations recently of the sheltered workshop and nonsheltered employment capabilities of moderately and severely handicapped persons. The numerous examples of success which Mithaug (1981) and Bellamy and his colleagues have shown in sheltered employment with severely handicapped individuals (Bellamy, Horner, & Inman, 1980; Bellamy, Inman & Yeates, 1979; Hunter & Bellamy, 1977; Horner & Bellamy, 1978), have led to efforts by other investigators to evaluate nonsheltered (competitive) employment opportunities as well. For example, Rusch (Rusch, 1980; Rusch, Connis & Sowers, 1979; Rusch & Mithaug, 1980), Schalock (1979), (Schalock & Harper, 1978), and Wehman and his colleagues (Wehman, 1981; Wehman & M. Hill, 1980; Wehman & J. Hill, 1979), have provided evidence for the positive aspects of nonsheltered employment as a viable placement alternative for moderately and severely handicapped persons.

One unique and sometimes overlooked feature of these particular lines of research is that, more often than not, adults were the primary population involved and public school systems were not the principle agencies participating in the service delivery. There has been an implicit assumption, on the part of some investigators and practitioners, that similar conclusions could be drawn about the procedures and results taken from studies involving adults with respect to the public school based adolescent population. Regretably, this is not true; the public school system is markedly different in terms of service delivery than adult day programs which sponsor activities for mentally and physically handicapped adults in this country. The training and orientation of teachers and administrators, the length and composition of the school day, the lack of intensive career-oriented curriculum, and the inadequacy of definitive linkage with outside agencies such as local vocational rehabilitation offices are but some of the problems which often impair the nonsheltered job placement of which many moderately/severely handicapped youth are capable.

In order to solve these problems it is necessary to first understand what the problems are specifically. Furthermore, it is necessary to explore the reasoning and historical perspective behind these obstacles. There is very little research which analyzes these difficulties; this is probably so since there are remarkably few intensive job placement and job-site training programs based in school systems for the moderately and severely handicapped. (The paucity of empirical vocational research available for the intermediate and adolescent age level attests to this as well).

Therefore, this paper is aimed at isolating several main problems which we view as impairments in school systems with respect to job placement. In the context of problem identification, we will make suggestions for improvement. Because quality inservice programs are seen as crucial tools for alleviating some of the problems mentioned, a final section will deal with guidelines for effective inservice training.

Specific Problems in Secondary Program Development

The problems identified below are based on a review of the appropriate literature and our experiences with Project Employability. These problems are recurring and seem to consistently interfere with or impair job placements for individuals with competitive employment potential. The importance of circumventing these problems is underscored by the weaknesses and frequent gaps in the available adult programs. Usually adult programs are underdeveloped and do not provide a viable transition of services from the public school.

Inadequacy of Current Curriculum

Perhaps the single greatest problem in linking secondary programs with placement into competitive employment is the inadequacy of the current special education curriculum. Teachers and other support personnel do not evaluate vocational environments in which students will ultimately work. There is an extensive reliance on curriculum guides which all too often hold no close relationship with the competencies necessary for independence vocationally. Individualized Education Plan objectives reflect content which the teacher feels comfortable with, not objectives which are crucial for eventual placement into nonsheltered employment.

Consider for example, the illustration of Ron, a trainable retarded 16 year old, who receives instruction on improving balance by walking on a balance beam. The 15 minutes daily expended on this activity may lead to higher scores on a developmental checklist; they do not however in any way lead to the skills required in most competitive employment positions. It might be argued that the improved balance learned here would generalize to a wide variety of situations, such as working on a step-ladder. This however is largely false. Trainable retarded persons generalize very poorly, and improved skill on the balance beam might serve only to camouflage the real deficit in functional balance. It is important that skills taught in school show linkage to those skills required in competitive employment situations. It would be far more helpful to Ron to be trained in more real-life situations such as climbing stairs or working on a step-ladder, instead of practicing on the balance beam. The balance beam skill would be considered nonfunctional, that is, low in utility in its immediate or even future use. Yet we continue to see a multiplicity of these types of activities in secondary special education classrooms (Bates, Renzaglia, & Wehman, 1981).

A major reason for the continued existence of nonfunctional skills probably stems from the fact that teachers do not usually participate in job placement or job-site training. Therefore, they do not know what skills are high in utility. When teachers examine relevant work environments carefully for curriculum selection they are engaging in ecological analysis. An inventory (Belmore & Brown, 1978) can be completed of behaviors necessary for success in a dishwasher's job, a landscaper's job, a farmer's job, a clerical assistant's job, etc. However, one must go to the job sites and carefully analyze the behaviors which are required for completion. These behaviors then must be formulated into objectives which are taught to students in preparation for eventual job placements. Until this approach is adopted more widely, adult service providers will continue to face serious difficulties in job placement for the handicapped.

Organizational Weaknesses in Vocational Programs at the Secondary Level.

A major weakness in many secondary-level vocational programs is that handicapped students are often placed in programs separate from those for nonhandicapped students. This arrangement contributes to the situation of an individual who can do the job, but not relate to his co-workers, most of whom will be nonhandicapped. The social aspects of a job may contribute enormously to the sense of satisfaction derived from it. This is especially true in settings such as large cafeterias, where many individual tasks are in themselves not particularly rewarding. Mentally handicapped workers often find jobs in these settings, and therefore it is important that during training, they learn to interact appropriately with their nonhandicapped peers. The reverse of this is equally true. Normal workers who are accustomed to and comfortable with handicapped persons can be invaluable in easing placements. The most natural means to these ends are to integrate all students in vocational training, as much as possible.

A second benefit of increased integration in training would be to insure that handicapped youth are held to realistic goals and skill levels. It may be too easy to modify or eliminate an objective which all members of a special population find difficult, when they are the only ones in the program. If however they are trained alongside students who do succeed, for example, at using a time-clock, there is increased motivation to both teachers and slower students to find a way for them to adapt, or practice until the skill is learned. Quite often there are substantial gaps in the job competencies which handicapped persons bring with them on referral, and each missing link seriously undermines their perceived value in the eyes of many employers. For example, an employee who is able to operate an automated dish machine, empty and re-line trash cans, and sweep effectively may have poor mopping skills. If his job description requires that he do all these tasks, his employer may say, "He can't do the job". Holding handicapped students to the same standards in training as their nonhandicapped peers would help reduce this problem.

As touched on above, a broad focus on the subject of job skills is needed by those who would truly prepare handicapped persons for competitive employment. Basic job skills need to be augmented by related competencies, and the secondary level is the right time to do this. Examples of considerations which cannot be avoided at placement time, and are best addressed much earlier, include:

- How will the person conduct him or herself in an interview? Basic skills can and should be taught.
- How will the person get to work? Can s/he use the mass transit system? Adding bus training onto a full day of job training makes it difficult for the student and trainer.
- Can the person maintain the uniform or work clothes required? Good appearances are important.
- How will the person handle the money earned? Basic knowledge of budgeting and prudence is essential.

Many high school vocational programs for handicapped adolescents spend too little time with questions such as these, and rely instead on an academic-oriented curriculum. Our experience indicates that without some of the support skills described above, good job skills will not stand alone. With the competition for jobs and the minimum time many rehabilitation counselors have for each individual, those who are lacking these attendant skills may never get a chance to demonstrate their specific job abilities.

One final organizational point will be mentioned, and that deals with the question of keeping students in a secondary training program as long as legally allowed (generally, until age 22). There are occasionally handicapped students who are ready to apply their training in real jobs, before their formal graduation date has arrived. They should be encouraged to do so. In situations where a certificate of attendance will be granted rather than a genuine high school diploma, there is very little for a well-prepared student to lose by leaving early. Sadly however, there is often a de facto assumption that even fully-trained students will stay to the end of training. This can be counter-productive, wasting some students' time and preventing certain opportunities for good placements from being seized.

Lack of Cooperation Between Vocational and Special Educators

Another major problem is that many vocational educators who know their area of speciality do not know how to effectively teach the handicapped. That which they know but cannot communicate, is not going to help their students. This leads to students not developing their full potential, which is especially unaffordable with the special population. Special education teachers must act as consultants to vocational teachers, in order to maximize the impact on their students.

There are a number of ways in which special education teachers can assist those teaching vocational skills. First of all, it is necessary to make the time to be in touch. The special educator may then advise on ways, for example, to break a difficult task down into component steps, which can be learned one by one. The special teacher may also advise on reasonable ways to adapt class activities and homework assignments so that handicapped students may be better able to participate. Besides these points, a special educator can share personal knowledge of particular students, their successes in other areas, and proven ways of relating to them. This can serve to encourage vocational educators, to whom handicapped students may be new and overwhelming. Inservice training is mandated by P.L. 94-142 for all those who work with exceptional children, and should help if done well.

Lack of Parental Support

Another frequent obstacle to the job placement of the severely disabled is lack of parental support. This is the result in most cases of parents' concern for the welfare of their offspring, rather than resistance to personal inconvenience (Pentecost, 1980). We have found such concern to be based on legitimate fears and doubts which have festered too long without benefit of offsetting information. These exaggerated fears and doubts can result in qualified persons being denied an opportunity, or receiving only lukewarm support which may in fact increase the chance of failure.

It is important to appreciate parents' fears and doubts, and be sensitive to them in order to help set these concerns in their proper perspective. Given that parents know their children best, and have probably given ample demonstration over the years of holding their best interests in mind, then to the extent professionals fail to credit these points, they deserve parents' skepticism. There is some chance of handicapped workers being abused or embarrassed in a work situation; of course their parents are concerned. Also, given the number of regulations governing Supplemental Security

Income payments, there is need for caution to avoid disqualifying a person prematurely; fiscal responsibility is always in order. Other factors such as the trouble involved in helping a person prepare for a job, and the big let-down for all concerned when it does not work out, are legitimate concerns. These points justify parents in adopting a "show-me" attitude with respect to the question of whether their handicapped offspring should plan on being competitively employed. Only information which specifically addresses these questions may be expected to allay the uneasiness they generate. If parents received more on-going positive input regarding the work potential of their retarded children, from an earlier time than is now the case, more healthy attitudes and expectations would result. Secondary level vocational educators could do much to help in this regard.

Vocational educators can help develop family support by making certain that they themselves are well-informed on the points at issue. There are increasingly numerous examples in professional literature of successful placements of severely retarded workers (e.g., Wehman, 1981). Being familiar with these examples will enable educators to speak with authority in advising parents and students on realistic expectations. If educators will take every opportunity to convey their own positive feelings about students' vocational potential, they will do much to overcome parents' hesitation and misgivings. A major way in which the importance of looking toward employment can be communicated to students and families is by including vocational objectives in I.E.P.'s. In some situations, students are spending time in school simulated workshops without any related objective being in their educational plan. As an example, in Table 1 we have outlined two vocational and domestic goals and objectives which might be appropriate for preparing a mentally handicapped student for competitive employment.

Insert Table 1 About Here

Table 1

Sample Vocational Goals and Objectives for Moderately Retarded Students

I. Workshop

Goal: S will demonstrate competence at three workshop tasks by the end of the school year.

Objectives:

1) Given containers, each with a sufficient number of one ball-point pen component, and the cue "begin work", S will correctly assemble pens at the rate of two per minute for forty-five minutes.

a) acquisition phase: Given containers each with a number of one ball point pen component, and cue to begin, S will assemble a pen with 100% accuracy on four out of five trials.

b) beginning production phase: Given ..., S will assemble pens at the rate of one per minute for ten minutes.

II. Domestic

Goal: S will be able to clean a bathroom independently by the end of the year.

Objectives:

1) Given a brush, soap powder, and the cue to begin, S will clean the toilet within five minutes.

2) Given paper towels, soap powder, and the cue to begin, S will clean the mirror within two minutes.

Note: A task analysis would be employed in training the steps to each task.

Any activity which can serve to demonstrate learned job skills to family members will increase their belief in students' potential. Inviting them to visit technical centers and other training sites would be helpful in this regard. Further exposure could be created through competitions between students in training, or by having students volunteer to apply their developing skills in certain community settings. One excellent function which teachers might perform is putting the parents of successful program graduates in touch with those who are uneasy about their own children's futures. Such mutual support by parents might be the best single means toward raising expectations regarding the work potential of their handicapped sons and daughters.

Ignorance and Resistance by the Public and Employers

In seeking to place handicapped workers into competitive community employment, one major obstacle is resistance by the public and employers. There is law prohibiting discrimination against the handicapped, but it is of little practical day-to-day help. Some jobs such as busing tables in a restaurant have high visibility, and if customers are made uncomfortable by the appearance and behavior of the bus-person, a manager must take that into consideration for the sake of his business. It is a fact that many people are made uncomfortable by the sight of a handicapped worker. We feel this is largely a result of ignorance, of the natural tendency to feel uneasy when reminded of anything we do not understand, especially when most of its associations in our minds are with sadness. In addition to these factors, many employers have real doubts about handicapped workers' abilities, and the adequacy of their training. These are difficult to allay quickly, and such general misgivings often prevent specific applicants from receiving a chance to display their talents. Again, such misgivings are largely the result of ignorance. Secondary level vocational programs can and should assist more in making the general public better informed of the truth about their students' potential.

Generally speaking, more exposure to the public of facts about good training programs, proven success stories, and handicapped persons in general is needed. To that end, mainstreaming and all other normalization efforts are the hope of the future. But in the short-term, other steps are possible and much needed. Below are some ideas in this vein.

Having potential employers actually observe good training programs is one way of educating them. This could be done by approaching persons who manage large food service operations and asking them to observe and advise on possible ways of upgrading current programs. The hint of flattery involved may help create a positive attitude toward what they would see. And to the extent these advisers saw a program and students already doing well enough, they would be impressed. Challenging them to make suggestions would help reinforce the good image they might have.

Staging competitions in which students use vocational skills they have learned, and inviting businessmen to judge is another way of creating exposure. Such events could be within a school, between schools, or between school systems. Secondary benefits of such competitions would lie in providing students a good intermediate objective, and in possibly attracting media attention.

One way to broaden the general public's awareness of the handicapped and their abilities might be through arranging for students to volunteer their services, for the sake of training opportunities. There are women's clubs, for example, which would be glad to have students serve at a luncheon where otherwise, members would do it themselves. Other persons would welcome the exercise of janitorial or grounds maintenance skills on their property by students seeking practical experience. Parents of students can be of great assistance in arranging such opportunities. Higher-functioning students may also be given supervisory responsibility on such field trips, thus avoiding a drain on teachers' time.

One excellent idea we have seen used by a school's vocational coordinator is the preparation of a brief filmstrip telling of his school's training program. This is mounted in a portable, self-contained screening device which is taken on community contacts. A well done presentation is a fine supplement to a verbal description, in effect proving that what is said about training received is true.

Recently, one local school system initiated an Adopt-a-School program, in which certain local businesses are each matched with one school. The businesses then arrange some activities for their adopted school, drawing on their practical knowledge to enhance classroom experiences. This is an example of the sort of opportunity which must be seized upon by special educators, to insure that their students are included in a relevant way. By so doing, they can raise the awareness of the community and foster acceptance of exceptional students.

Guidelines for Developing Inservice Education Programs

In order to begin to overcome the problems delineated above, inservice training is necessary. The basic concept of inservice education (ISE) is to provide a planned program of learning opportunities to improve the performance of those individuals in their assigned positions (Harris, 1980). The need for inservice education increases as the competencies required of school personnel become increasingly more complex. In the area of vocational training of handicapped persons, special education teachers need to acquire a host of skills that seldom have been trained in a college preparatory program. In addition, vocational education teachers need to learn more about the characteristics and learning potential of the handicapped.

It is the purpose of this section to highlight goals and guidelines for an appropriate inservice program which would remediate some of the problems discussed to this point.

Goals of an Inservice Education Program

An inservice education program must reflect the goals and objectives of a master plan or program. While detailed components of a model program for secondary special education and vocational education are beyond the scope of this paper, specific objectives would be listed in the program in regards to such areas as teacher competencies, curriculum design, etc.

Some sample ISE program topics and objectives that would be appropriate are listed.

Topic of ISE Program	Objectives
Job Analysis and Training	Given a specific job (e.g., pot scrubber) the teacher will demonstrate the ability to task analyze the job into specific training units.
Evaluating Student's Employment Potential	a) The teacher will demonstrate knowledge of vocational assessment by describing and giving examples of vocational assessment variables including proficiency, rate, endurance, quantity, perseveration, and quality on a post test instrument. b) The teacher will demonstrate the ability to use appropriate data collection techniques including sample of work regularity, percent of time on task, and recording prompting cues according to criterion.
Job Site Work Adjustment and Advocacy Techniques	a) The teacher will demonstrate how to train clients at the job site using social reinforcement, job feedback, prompting, and modeling. b) The teacher will demonstrate how to use advocacy techniques such as employer reinforcement, coworker reinforcement, and parent communications.

Once a model or master plan is identified by the school administration, then attention must be given to developing an appropriate ISE program. The first step to be determined is who will be responsible for controlling and developing programs. In many school systems the administration arbitrarily decides on what they feel the teachers' greatest needs are which often results in a series of fragmented workshops being presented. This system does little to address the needs of the teachers or to promote the development of competencies that relate to objectives of the master plan of a program.

To avoid this problem it is important to identify who should have input into the management and planning of ISE programs. Thus, it is important to analyze what target population is being served. With the handicapped population, a panel of representatives from the following areas would be appropriate from each school district: vocational educators, rehabilitation counselors, healthcare workers, social service workers, special and regular education teachers, appropriate representatives from the business community, school administrators, and parents of students in vocational training programs. While the ultimate administration of ISE programs may rest with only a select few on this panel, it is important that appropriate input be received from this diverse population to insure that the concerns of each person's special interest area be addressed.

Establishing Content Areas for Inservice Programs

The use of a needs assessment is a logical starting point in determining appropriate content areas for ISE programs (Davis & McCallon, 1976; Michalock & Yager, 1979; Nedler & McAfee, 1979). Types of needs assessments include the use of individual interviews, questionnaires, attitude surveys, prioritized check lists, etc. The needs assessment should help pinpoint critical areas of weakness within a program. From an economic point of view, the use of a needs assessment can help determine how time and funds may best be budgeted by providing a means of prioritizing needs. In considering a needs assessment in the area of improving secondary special education programs which lead to employment, this would provide an effective tool for surveying needs of parents, potential employers, and other appropriate community workers in addition to teachers.

Points to Consider in Increasing Participation in Inservice Education Programs

Many professionals who have attended inservice education programs in the past lack enthusiasm about these experiences. This may result in part from these presentations having been somewhat disorganized, and not relevant enough to the actual needs of those participating. In order to increase participation by teachers, parents, and appropriate others in ISE programs, special attention needs to be given to the type of population being addressed. Some specific points regarding each of these groups are mentioned below.

Involving parents in programs has been given considerable attention by early childhood educators. Nedler & McAfee (1979) indicate that some of the following factors be kept in mind when planning workshops for parents:

- Are programs offered at a time which is acceptable to parents?
- Are efforts being made to ease the strain of attending, such as provisions for transportation?
- Is the material which is being presented free of jargon which tends to alienate parents?

Teachers have unique desires in terms of what they look for in ISE programs; Wagner (1975) offers the following suggestions:

- Offer special incentives for attending inservice meetings, such as release time, salary increments, etc.
- Provide opportunities for active participation.
- Keep meetings brief and to the point, concentrating on information which is directly applicable to teachers.

In providing inservice education to appropriate others in the community, such as business organizations, some of the following considerations need to be made:

- Are opportunities available to provide ISE programs away from the school environment?
- Are efforts being made to invite representatives from appropriate agencies to participate in and conduct workshops, or is the school administration neglecting this population?

There are many additional factors that should be considered in planning ISE programs. Here are three suggestions which are especially important:

- Are methods such as the use of panel discussions, film presentations, prepared videotapes, role playing, etc. used?
- Have comfortable seating, appropriate lighting, the provision of refreshments, and carefully timed breaks been provided?
- Have provisions been made to evaluate ISE programs (pre-post test evaluations) and are opportunities being provided to insure the maintenance of learning?

If opportunities are not provided to reinforce learning, and if administration support is not readily forthcoming, information that has been presented at ISE programs may not be used. If chances are provided for participants to meet again and discuss any questions that may have developed in the interim period from when instruction was received, this will prove useful. Other beneficial follow-up devices are the use of bulletins (notification of future workshops), handouts, and a presentation of useful references that may relate to the topic such as an annotated bibliography. This literature can be mailed to participants to keep their interest level high. This will also demonstrate a commitment by the inservice committee to the actual implementation of program ideas.

Conclusion

The purpose of this paper has been to create an awareness of the significant difference between public school and adult service delivery systems. The problems highlighted in this article are not necessarily comprehensive yet are substantial impediments to eventual nonsheltered job placement for moderately and severely handicapped individuals. It is noteworthy that if these obstacles are not overcome the vocational deficits of handicapped young adults are only magnified. It is incumbent upon teacher trainers to raise the quality of students' vocational preparation.

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IMPROVING THE SOCIAL INTERACTIONS BETWEEN MODERATELY RETARDED AND NONRETARDED COWORKERS: A PILOT STUDY

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[1] The present paper is a condensed version of a Masters Thesis completed in Special Education from Virginia Commonwealth University by the first author, under the supervision of the second author.

Abstract

The purpose of this paper is to present a case study which describes a social interaction training program for two moderately retarded adults. Two retarded food service workers who displayed poor social interaction skills with nonhandicapped coworkers were targeted for training. The training program included verbal prompting by a trainer, roleplaying, coaching the nonhandicapped workers to be receptive, and social reinforcement of the clients contingent upon appropriate social interactions. The program was evaluated in an alternating treatments design. Findings indicated that there was a substantial increase in social interactions. A social validation check of coworker perceptions, however, yielded mixed results.

Improving the Social Interactions Between Moderately Retarded and Nonretarded Coworkers: A Pilot Study

As more moderately and severely handicapped individuals enter non-sheltered work settings, there will be a continuing need for them to develop appropriate social interactions with nonhandicapped co-workers. There is frequently a feeling of discomfort among nonhandicapped co-workers when a mentally retarded or substantially physically handicapped individual begins working at the same job. It will be crucial for job retention for the moderately or severely handicapped person to be socially accepted within the work setting.

The qualitative and quantitative aspects of moderately and severely retarded persons' social interactions are markedly diverse and usually depend on the educational setting in which they went to school (integrated with nonhandicapped classmates vs. segregated) and the community setting (institutionalized vs. integrated into the community). In some situations, the client may initiate few or no comprehensible interactions to handicapped or nonhandicapped individuals; in other cases there may be an excess of inappropriate verbalizations, that is, talking continuously at socially unacceptable times.

It would appear that, even if a client is a competent worker, without appropriate social interaction the individual's long term job retention may be in doubt. Hence social interaction training becomes an important instructional activity. If a professional staff person is to assist with nonhandicapped co-workers, then it will be necessary to analyze the specific aspects of the work environment i.e. job stations, lunchroom, break areas, in order to determine when and with whom interactions normally take place as well as the accepted level of interaction between the nonhandicapped co-workers.

The purpose of the present study was to develop the framework for implementing and evaluating a training program which would facilitate interactions between mentally retarded and nonretarded coworkers at a nonsheltered (food service) work setting. This study was viewed as a pilot effort which could hopefully lead the way for more work in this area.

Method

Participants

The two participants involved in this study were mentally retarded employees. The employment of these clients was largely a responsibility of Project Employability at Virginia Commonwealth University, a program for the vocational training and placement of severely disabled persons in natural job sites. The clients participating in the study were specifically chosen because of their need for improved social interaction skills with nonhandicapped coworkers during the course of the work day.

Tom was a 35 year old retarded male with an I.Q. of 39 as measured by the Wechsler Adult Intelligence Scale (WAIS). He has always lived at home with his parents. Tom has worked competitively as a pot scrubber for thirteen months; however he was not independently employed as evidenced by his heavy reliance on Project Employability staff for supervision and training. Prior to his present job, Tom worked in a sheltered workshop, was subsequently totally unemployed for two years, and then attended a local adult activity center where he was taught vocational skills to prepare him for employment. Tom exhibited much anti-social behavior and had little or no appropriate interactions with coworkers. His mean sentence length was two to three words (i.e., "Tie apron, please."). He rarely initiated conversation and when spoken to, would repeat the sentence back in an echolalic manner, apparently not comprehending the initiator. Thus, Tom's lack of social initiations coupled with poor receptive language skills made him a prime target for the social interaction program.

Jack was a 27 year old retarded male. Jack, whose I.Q. was 51 as measured by the WAIS had always lived at home with his parents or relatives. He has worked competitively for seven months as a porter in a food service operation and staff were fading supervision. Previously, Jack had a sporadic work history, working in a local adult day program, then receiving no services for two years, working at a sheltered workshop for a short time, and then returning to the center for 15 months until he became competitively employed. Jack was a moderately verbal person whose politeness enabled him to get along with his coworkers. His verbalizations were sophisticated so as to facilitate minimal integration with coworkers. He received social initiations well and responded appropriately when spoken to. However, Jack rarely initiated conversation with anyone and this made him a candidate for improvement in social skills.

Setting

The social interaction training program was conducted at a food service operation where three mentally retarded adults have been placed for employment. The site was a home for the elderly which contained a food service unit. The slow pace of the kitchen made it an attractive site for employing workers who needed job-site assistance. The employees were mainly women who were cooks and line runners. Three men worked in the kitchen as pot scrubber, porter, and dishwasher, all of whom are Project Employability clients and two of whom participated in the present study. It seemed that the lack of apparent similar interests among employees did not enhance socialization for a perhaps already socially withdrawn retarded employee.

The study was implemented in the room or area at the site designated as a lunchroom where employees take breaks. Individuals who are job coordinators were responsible for supervising job site training of clients within the context of Project Employability. These persons played a major role in the experimental and training procedures of their clients as subjects for research.

Procedure

Independent Variables. The three independent variables in this program were: 1) verbal prompts emitted by the trainer toward the participants during the intervention stage to elicit social interaction; 2) the coaching of nonhandicapped co-workers to be receptive to any social initiations made toward them by participants; and 3) social reinforcement of participants after a sucessfully elicited social interaction on a continuous schedule. These training variables have been used successfully with training handicapped and nonhandicapped young children to interact with each other (Strain, Shores, & Kerr, 1976; Young & Kerr, 1979).

Dependent Variables. The dependent variables were: 1) the frequency of social interactions by the participants; 2) the level of the interactions so displayed i.e., initiating an interaction, receiving a request for an interaction, or terminating an interaction; 3) a pre-intervention and post-intervention social validation check consisting of a rating by the employer and co-workers in the setting of the participants on their social affability, and 4) on-off task behavior of work performance during a ten minute interval.

Behavior Observation. Observation of the two participants took place during regularly scheduled lunch breaks. The trainer collected data on 10 minute intervals making frequency counts of social behaviors exhibited by participants during this time at least four days a week. A behavior was considered as social if it fit the definition of being any action by the participant which involved interacting with other individuals be it 1) initiating an interaction, 2) receiving a request for an interaction, or 3) terminating an interaction (Williams, Nietupski, Pumpian, McDaniel-Marx, & Wheeler, 1978). In addition, these interactions might be verbal or nonverbal and any interactions which were actually harassment were counted but noted as such. A differentiation was also made as to whether the interaction was with a handicapped or nonhandicapped coworker. The definitions of these interactions can be found in Table 1. Also during behavior observation, a comparison was made between the frequency of social behaviors counted for a participant and the subsequent differences in on-off task behavior.

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Insert Table 1 About Here

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Before the program began, a job coordinator role-played social situations which were thought to arise at a job site during a lunch break. A videotape was made of these interactions and job coordinators were trained to collect data on interacting until 100% reliability was attained. During the actual program reliability data were taken once a week. Two raters took data on the same client at the same time to ascertain whether a similar frequency of social behaviors was checked by both during a given interval.

Program Sequence. Initially the supervisor and coworkers of the specific participants were asked to rate each subject in degree of sociability. Next, the trainer took baseline data for eight sessions in order to identify present social interaction level before intervention. Subsequently, on day one of the week, intervention began. The program occurred during the participants' daily lunch break. The trainer accompanied the

Table 1

Definitions of Social Interactions

Receiving:	The client receives a request for an interaction and determines if he wishes to participate and either accepts or declines the request. Examples: 1. Verbally - says "I'm fine" to "How are you?" 2. Nonverbally - recognizes request by nodding, waving, or making eye contact.
Initiating:	The client originates the opening move for a social contact. Examples: 1. Verbally - says "Hi." 2. Nonverbally - waves or nods head.
Terminating:	The client determines that the activity is over or that the time allotted has expired. Examples: 1. Verbally - says "See you later." 2. Nonverbally - waves goodbye.
Harassing:	The client persistently annoys one or more co-workers in a burdensome or nonsupportive manner. Examples: 1. Verbally - asks "What is your name?" over and over again. 2. Nonverbally - hugs a co-worker when initiating social contact.

participants during their lunch breaks. He prompted the participants to interact socially with their co-workers at this time and delivered situationally appropriate prompts, such as: "Say hi to Shirley" or "Sit beside Bill" or "See if Ann would like more coffee". If the participant engaged in target behavior following a prompt, the trainer reinforced him with social praise by saying "Good, S" or "Nice talking, S". During this break, data were then taken for 10 minute intervals to determine frequency of social behaviors following prompting. On day two, data were gathered but with no intervention. Day three consisted of the same procedures utilized on day one, whereas day four involved a return to baseline. Day five then reverted to the same intervention used on days one and three. Thus, the sequence during intervention alternated day by day from intervention to baseline with three days devoted toward the former, and two to the latter. During the experimental phase, the co-workers of the participants were informally acquainted with the ongoing study and coached to be receptive to any social interactions initiated by the participants. Finally, the supervisor and co-workers were again asked to rate the participants in the degree of social abilities to compare the pre- and post-intervention ratings as a form of social validation.

Research Design

To measure the effect of prompting social skills on the subsequent frequency with which they are displayed, an alternating treatment design (Barlow & Hayes, 1979) was used. The initial phase was a baseline in which data were taken for eight days or until the rate of response appeared to be stable or falling. The next phase, the experimental phase, consisted of alternating data sessions each day between intervention, prompting for social skills, and baseline, reflecting existing skills without intervention. Thus, the aim of the design was to evaluate whether the rapid introduction and subsequent withdrawal (return to baseline) of the training program would successfully effect the social interaction patterns between the clients and coworkers.

Results

Interobserver reliability for social behaviors emitted by the participants was 95.23 percent with a range of 90.11 to 100 percent. Reliability was computed as a percentage of agreement, dividing the total number of agreements between observers across ten minute intervals by the total numbers of agreements plus disagreements and multiplying by 100.

Figure 1 indicates that prompting Tom to initiate and receive social interactions increased the frequency of social behaviors he displayed from an average of 1.7 during the initial baseline phase to an average of 8.4 during the alternate days prompting occurred throughout the intervention stage. The data also reveal that on days one, three, and five (line A) social interactions averaged a frequency of 8.4, whereas on days two and four (line B) interactions averaged a frequency of 1.0.

Figure 1 also shows data which reflect the base rate at which nonhandicapped coworkers normally interacted with each other. For example, an average of 18 to 19 social interactions were recorded unobtrusively in order to identify what the socially acceptable level of interaction was in this setting between the nonhandicapped co-workers.

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Insert Figure 1 About Here

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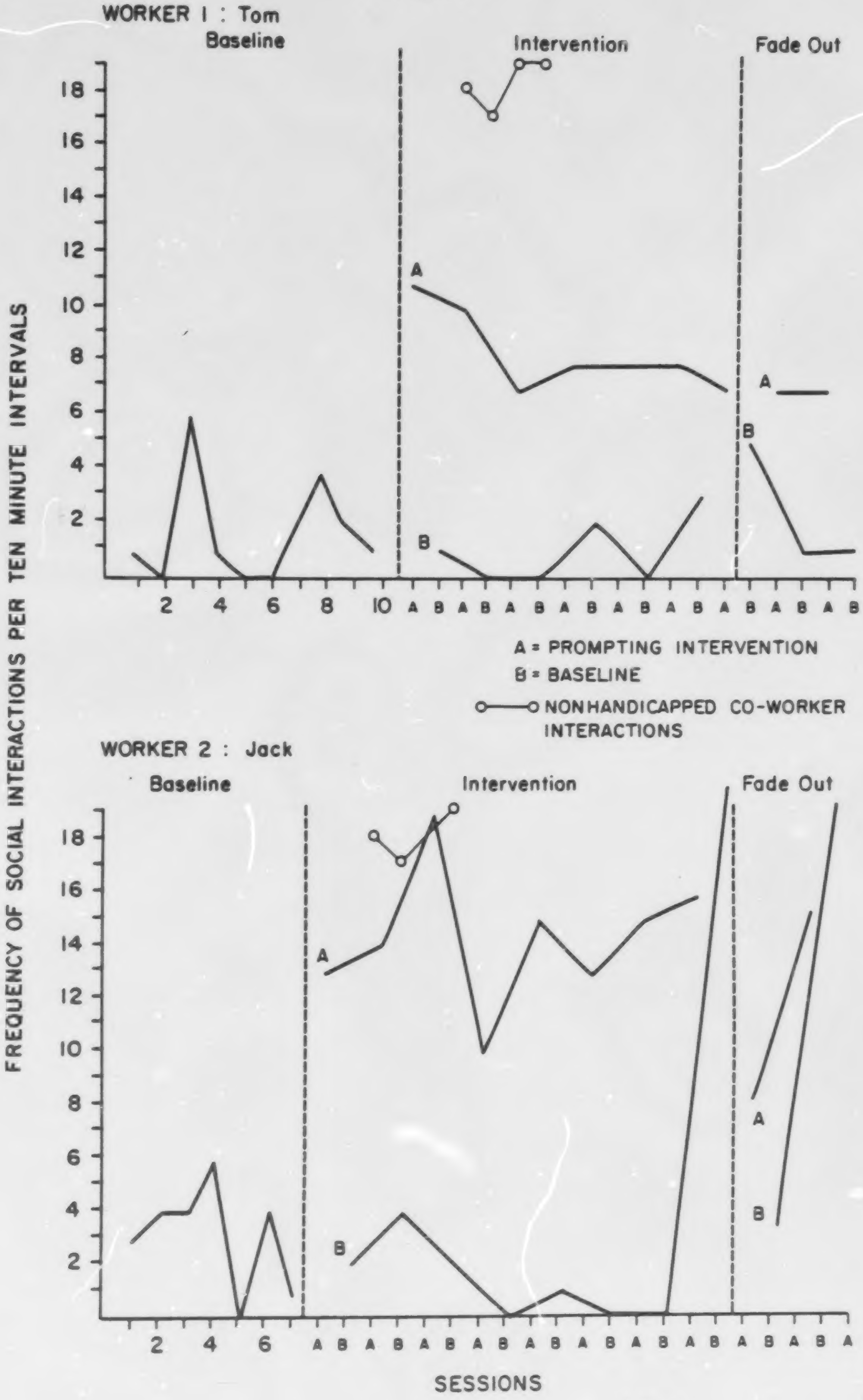
Figure 1 shows that prompting Jack to initiate and receive social interactions increased the frequency of the social behaviors he exhibited from an average of 3.0 during the initial baseline phase to an average of

Figure 1


WORKER 1 : Tom
Baseline
Intervention
Fade Out
FREQUENCY OF SOCIAL INTERACTIONS PER TEN MINUTE INTERVALS
18
16
14
12
10
8
6
4
2
2
4
6
8
10
A B A B A B A B A B A B A B A B A B
A
B
A
B
A = PROMPTING INTERVENTION
B = BASELINE
NONHANDICAPPED CO-WORKER INTERACTIONS
WORKER 2 : Jack
Baseline
Intervention
Fade Out
18
16
14
12
10
8
6
4
2
2
4
6
A B A B A B A B A B A B A B A B A B A B A
A
B
A
B
SESSIONS

14.3 during the alternate days prompting occurred throughout the intervention stage. Data also indicate that on days one, three, and five (line A) social interactions averaged a frequency of 14.3, whereas on days two and four (line B) interactions averaged a frequency of 3.6.

Table 1 indicates that Tom, during 20 sessions of intervention initiated social interactions a total of 3 times on baseline days (line B, Figure 1) as compared to a total of 40 times on intervention days (line A, Figure 1). He received interactions a total of 7 times on baseline days (line B, Figure 1) as compared to 30 times on intervention days (line A, Figure 1).

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Insert Table 2 About Here
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This table also denotes that Jack during 21 sessions of intervention initiated social interactions a total of 44 times on alternate baseline days (line B, Figure 1) as compared to 78 times on intervention days (line B, Figure 1). Jack received interactions a total of 12 times on baseline days (line B, Figure 1) as compared to a total frequency count of 47 on intervention days (line A, Figure 1).

The final phase of the study, fading out by a systematic reduction of prompts is also depicted in Figures 1. During this phase, Tom in Figure 1 displayed an average frequency of 7.0 social behaviors on intervention days (line A). He exhibited an average frequency of 2.3 social behaviors on baseline days (line B) during the fade out stage.

Jack displayed an average frequency of 12.5 social behaviors during intervention days (line A). On baseline days (line B) during the fading out phase, Jack socially interacted an average of 12.0 times.

Table 2

Total Frequency of Initiations and Receptions Across 20 Sessions of Intervention

Subject 1: Tom

	Baseline	Intervention
Initiating	3	40
Receiving	7	30

Subject 2: Jack

	Baseline	Intervention
Initiating	44	78
Receiving	12	47

The questionnaire on client social affability was submitted to 12 coworkers and three supervisors before and after conducting the present study. All were returned in both instances. Table 3 indicates mean responses for statements 1 through 5 of the survey. The mean response on Tom prior to the present study ranged from 2.40 for statements two and five to 3.60 for statement four. After the study the mean response on this participant ranged from 1.8 for statement three to 2.60 for statements two and four.

Insert Table 3 About Here

Examination of Table 3 also shows that the mean response on Jack prior to the present study ranged from 1.00 for statements two and three to 2.40 for statement five. After the present study mean responses on Jack ranged from 1.00 for statements one, two, three, and four, to 4.60 for statement five.

Discussion

The present study demonstrated an increase in social behaviors, as a consequence of verbal prompting and social reinforcement. Results obtained suggest that prompting procedures were successful. For both participants, not only was the difference in frequency of social behaviors substantial between baseline and intervention phases, but there also was a notable difference within the intervention phase between alternate days of intervention and baseline, due in part to prompting for social skills and the lack of it. Other factors determining the frequency difference between baseline and intervention of social behaviors were the social reinforcement for social behaviors elicited, and the informal coaching of coworkers to be receptive

Table 3

Co-worker Perceptions of Client Sociability

	Subject 1: Tom before present study	Subject 1: Tom after present study	Subject 2: Jack before present study	Subject 2: Jack after present study
1. _______ appears to be a happy person at work.	2.60	2.40	1.40	1.00
2. _______ will usually greet me in a friendly manner when we first see each other at work.	2.40	1.80	1.00	1.00
3. When I speak to _______, he will usually respond in an appropriate manner.	3.60	2.60	1.00	1.00
4. I talk to _______ almost every day during our lunch break.	2.60	2.60	1.60	1.00
5. I would like to see _______ be friendlier with his co-workers.	2.40	2.40	2.40	4.60

[1] A 1.00 is an indication that the respondent strongly agrees; a 5.00 indicates that the respondent strongly disagrees

to participant attempts at interactions. Both of these variables were more crucial to the success rates of Tom who relied heavily on reinforcement for most skill acquisition, and whose social initiations were often inaudible and unstimulating. Encouragement and special attention was necessary from co-workers to keep the interaction sustained. Jack, on the other hand, appeared to be instrinsically reinforced by the interactions themselves so that he needed little social reinforcement from the trainer, and co-workers were spontaneously attracted to socially interact with him. Thus, for both participants the alternating treatment design demonstrated an experimental change within the study, as the alternating baseline sessions reflected a low frequency of social behaviors, whereas the remaining intervention sessions reflected a rising frequency of social interaction behaviors.

The procedures used in this study were to a great extent based on individual participants, the setting, and the number and degree of sociability of co-workers. Thus, it was necessary for the staff to be somewhat familiar with the social nuances within the setting, especially in relation to the participants.

For example, Tom, a withdrawn employee, was observed during baseline to rarely if ever initiate interactions. Consequently, during intervention the trainer prompted more for initiations than receptions and this is revealed in the results, where Tom, as a result of prompting, initiated 40 times as opposed to emitting only 30 receptions. Jack, on the other hand, was observed during baseline to have a roughly equivalent balance between initiations and receptions, but exhibited a difficulty in making the initiations to get an interaction under way. Therefore, it was only necessary to prompt Jack to go sit at another table where his co-workers were sitting to raise initiations from a frequency of 44 on baseline days to 78 on intervention days. Thus, it seems that a social interaction training program requires much observation of both participant and setting prior to its commencement. In the present study, initiations were considered to be the most sophisticated interactions and thus more prompting was used for these in hopes of eliciting more advanced social skills.

Clearly, the problems encountered within the setting created some limitations of the present research. A natural job site is not always an optimal setting for carefully controlled research. Many potential training sessions were lost because the participants' coworkers took their lunch breaks in places other than the designated lunch room. Another problem was the trainer finesse required to 1) decide the situation had potential for social interaction, 2) prompt the participant to initiate and receive, and 3) further prompt depending to a great extent on whether the coworkers showed enough interest to be receptive to initiations and receptions on the part of the participants. The majority of problems which evolved emerged from the excessive reliance of the procedures on co-workers, who were uncontrollable variables.

The findings on the remaining two dependent variables were not nearly as pronounced as those found on the frequency and level of social interactions. For example, results for the questionnaire on client social affability indicated that coworkers felt that both participants were more sociable after the study, than they did before the study began. However, this numerical value was small and probably not suggestive of any conclusive statements due to lack of control over coworkers as a variable in the study. It seems that their responses concerning participants depend more on personal temporary attitudes, subject to daily change, rather than objective observation. In addition, on-off task behavior of work performance of participants measured consistently throughout the ongoing study, exhibited no change.

Due to the small staff to client ratio of Project Employability, little time was spent on job sites with clients during their lunch breaks. Thus only two participants could be used in this study. Recommendations for further research include using a larger population under study in order to establish generalization of the present findings. The length of time used in this study was ideal for Jack, but perhaps too short for Tom whose general rate of skill acquisition is slower. Another recommendation would be to lengthen the long term duration of the research as needed for a specific participant. Finally, and in the true interest of social integration, future research in the area should be directed toward determining if a more socially advanced handicapped employee could fade into the trainer's role, prompting a more withdrawn handicapped employee to initiate and receive social interactions to and from coworkers in the competitive employment setting.

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STRATEGIES IN THE FOLLOW-UP OF MODERATELY AND SEVERELY HANDICAPPED COMPETITIVELY EMPLOYED WORKERS

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Abstract

The purpose of this paper is to provide information relevant to the importance of follow-up for severely disabled employees. A significant aspect of the success of job placement of severely disabled people is the type and amount of follow-up provided. Several types of follow-up are an on-site visit to the employer, a telephone call, a review of supervisor evaluations of the client, parent questionaires, and progress reports. The efficiency, i.e. cost effectiveness of follow-up is an important consideration as well, and consequently this issue is also discussed in the present paper.

Strategies in the Follow-Up of Moderately and Severely Handicapped Competitively Employed Workers

Job related problems can occur at any time during the employment of the client/worker. Without intervention and guidance from the job training specialist, the employee would likely be terminated. With well planned, effective follow-up services these potential problems can be resolved and a valuable employee retained.

Significant amounts of attention have been paid to the pre-employment vocational training of moderately and severely handicapped individuals (Bellamy, Horner, & Inman, 1979; Rusch & Mithaug, 1980; Mithaug, 1981; Wehman & McLaughlin, 1980). In a similar fashion, the job placement and job-site training functions have also received increasing effort by researchers and practitioners alike (Rusch & Mithaug, 1980; Wehman, 1981). Regretably, the same cannot be said for the *follow-up* process which is so critical to the retention of severely disabled employees. It appears that follow-up has been addressed primarily in the context of statistical reporting procedures which indicate how successful a client is at retaining his/her job.

It is our contention that the follow-up or follow-along function may involve problem-solving and conflict resolution well after the client appears to be functioning independently. This process may include helping a client overcome temporary problems with a new supervisor or work out different transportation arrangements, or learn how to complete tasks newly added to his job. Our data show, after three years, that this type of infrequent but periodic support can be crucial to long term job retention. Therefore we have developed a paper which addresses the following points: a) factors influencing client need for follow-up; b) types of follow-up which can be provided and c) the staff efficiency necessary to promote the follow-along function.

Factors Influencing the Need for Follow-Up

The need for client/employee follow-up is usually evident soon after the training period ends and the presence of the job trainer is minimal. While the trainer is present the client is getting a great deal of individualized attention and positive reinforcement. The individual learns to enjoy work, and to carry out the job tasks in a conscientious manner. In spite of the gradual nature of the trainer fading process, problems can develop after this period. Just as the handicapped worker has learned good work habits while the trainer was present, bad work habits from co-workers or even supervisors may be acquired as well. For instance, a mentally handicapped worker may see his co-workers stealing merchandise. The client worker learns to steal, but fails to be as discreet as his co-workers, and subsequently is singled out as the culprit. Other problems may develop if the supervisor fails to discipline the handicapped worker as he would other workers. Poor work habits will be learned and resentment from co-workers could result.

Once the initial excitement about the job and the extra attention subside, the client/employee may lose enthusiasm and a conscientious attitude. At the same time, he may be exposed to new pressures and have difficulty coping with his feelings. Independent functioning alone is responsible for success at work. The support of a trainer-advocate staff person is crucial at this time.

As stated earlier, the purpose of on-going follow-up is to assist the severely disabled worker in maintaining his or her job. Staff can teach job skills through on-the-job training; however, problems are likely to occur after the job skills have been learned. Problem solving and self-advocacy have, unfortunately, been difficult skills for these individuals to acquire.

Severely mentally disabled employees typically gain employment in jobs that are routine and repetitive. Regardless of the routine nature of the job the work environment cannot be completely stabilized. It is constantly changing, and the client may require follow-up intervention in order to successfully cope with certain changes. Changes in management, a new supervisor or even co-worker may, for many different reasons, affect work performance. The job training specialist may be able to prevent this problem from developing by assisting the client in self-advocacy or by simply talking with the persons involved. Changes in work schedules or job tasks may necessitate on-site intervention and re-training in order to assure job retention. Similarly, changes in the home environment can also hinder job performance and require follow-up services with the involvement of the parents or guardians. Through periodic questionnaires and talks with parents or guardians, the job training specialist learns of changes before they occur and is able to prevent serious work-related problems. Even a change in medication may require increased follow-up services, as the change may initially elicit mood swings or even seizures. Because parents are not usually able to see their son or daughter on the job, it is important to inform them of his or her progress and address their concerns as well.

Nature of Follow-Up

On-Site Visit

After the initial training has been completed, follow-up can be accomplished in several ways. A visit to the job site maintains personal contact with supervisors, co-workers, and the client. Many times talking with co-workers will elicit the most useful information. They are working directly with the client/employee and may be more willing to discuss the client's performance with staff. This on-site visit also can enable trainers to spot first-hand potential problems or ways of improving performance.

Telephone

If site visits are not always feasible and/or necessary, a telephone call may be sufficient. Although the trainer may be likely to notice potential problems from a visit, some employers may talk more candidly over the telephone. In many cases this is especially true of parents or guardians. Many parents are very protective, even overprotective, of their sons or daughters working independently. A monthly call to parents may help to relieve their anxieties concerning the placement of their son/daughter into competitive employment.

Supervisor Evaluations

Supervisor evaluations and employee progress reports are more tangible forms of follow-up. Some employers when filling out an evaluation form, provide information not broached during personal contacts. Supervisor evaluations are given out bi-monthly for the first two months, monthly for the next two months, and quarterly thereafter keeping in mind appropriate fading of staff intervention. An indepth analysis of supervisor evaluations for Project Employability clients is provided in Hill & Bruff (1982).

Progress Reports

Using information received from the supervisor evaluation form, a progress report is completed and sent to the client/employee and parents or guardians. This indicates how the client/employee is performing in the eyes of the employer as well as how he or she compares to fellow co-workers.

The progress report serves to reassure parents that Project Employability is still involved in the placement of their son or daughter, and it also gives staff an opportunity to make suggestions as to what can be done at home to improve performance at work.

Parent Questionnaire

A parent questionnaire is also sent home with the progress report. The form is designed to assess the client's development and attitude at home since his/her employment. The form has room for written comments by parents or guardians. Learning of problems at home that could affect the client/employee's job performance is an important preventive follow-up measure.

Follow-up services when used in conjunction with each other insure the best possible feedback, whether through a visit, a call, a questionnaire or an evaluation form. Each employer and co-worker has their own idiosyncratic style of communicating and by using a variety of techniques, effective elucidation of the client/worker's situation can be obtained.

Locus of Follow-Up Control

As the client/worker's employment condition stabilizes and project staff is able to fade out significantly, long-term maintenance strategies when possible should be transferred to local case management personnel. The case manager will most likely, however, need inservice training in dealing with the business community. Insensitivity to the demands associated with operating a profit oriented business might alienate an otherwise supportive link in the client's ecological environment.

The experienced case manager after reviewing visits, phone calls, evaluation/questionnaire forms can elect to contact the job specialist should more intensive intervention be required. The local community's level of commitment in assuming a share of the follow-up service needs will indicate their attitude toward competitive job placement of their disabled citizens. A lack of commitment an/or consistent application of follow-up services would likely result in many job terminations. The locus of control then cannot be transferred without appropriate case management training and local administrative support.

Staff Time Efficiency in Follow-Up Services

Follow-up strategy must be carefully planned in order to be both effective as well as cost efficient. In planning the follow-up strategy, the job training specialist should consider such factors as the intervention purpose, the intervention technique to be used, the timing of technique application, and the intervention's duration. Since effectiveness and efficiency in follow-up services both contribute to improved intervention, the trainer must consciously ask the question, how can my intervention best be implemented? Spending too much time at a job site, for instance, can be expensive as well as foster dependence of the client and/or supervisor. Alternatively, as job counselors have unfortunately experienced too often in the past, not enough time spent with clients will ultimately end in job termination.

Trainer time management must be looked at in two dimensions: First, what intervention is to be provided?, and second, who will provide that intervention? In answering what intervention should be provided, we have stated earlier that observation, site visitation, evaluative forms, anecdotal records, behavioral baseline, and ultimately staff experience is used to formulate the intervention strategy. In developing a strategy to meet the question of who will provide intervention a team concept must be developed and flexibility among co-trainers established. Too often the amount of time available to the vocational counselor dictates the amount of follow-up work provided. Additionally the vocational trainer/counselor with a rigid case load may not be available for crisis intervention due to the counselor/trainer's absence (e.g. vacation, illness). Job specialist staff must work in pairs; here the team members brief each other about their individual case loads. Frequent exchange of clients receiving follow-up services helps familiarize staff with their partners' clients. This "buddy" system is especially important when a trainer-advocate places a new individual into a competitive job. Suddenly the trainer, during full time initial training, is not available, sometimes for weeks, to provide the imperative maintenance follow-up services for other clients. The case load partner can however provide crisis intervention services and monitor other follow up needs.

Telephone communication and mailed supervisor evaluation forms with periodic site visits are sufficient follow-up services for clients who are well stabilized. The trainer must be sensitive during visits and phone conversations to possible cues for problems needing direct contact. Also close scrutiny of the supervisor evaluation form may indicate the need for a site visit.

Direct observation may never be completely replaced by the phone conversation or evaluative forms due to the fact that supervisors often do not identify problems in their early stages of development. Furthermore, the client/employee may refrain from exhibiting inappropriate behaviors in front of the supervisor, yet through unobstrusive observation or when conferring with co-workers these behaviors may surface.

Subtle training of supervisors, co-workers, and parents in the use of learning principles and management techniques is more cost effective than always providing direct client training. Utilizing the time management technique of arranging client/parent meetings at the staff's home base must be viewed in terms of the meeting purpose. When the meeting's outcome is not affected by the meeting place then the home base is more cost efficient. Excessive job specialist travel may promote an unre tic view of the project's staff availability to parents, counselors, and clients.

Perhaps the most cost efficient strategy for follow-up centers around prevention rather than intervention. For example, the job training specialist must be aware of the many factors affecting each client's job performance. When any of these influencing forces pose a threat, it is necessary to be alert to the effect this may have on the client/employee and provide whatever follow-up services are needed. For instance, should a client's work schedule be changed, the job training specialist may need to re-train the client/employee for the first few days on his new bus schedule. If not, the client/employee may be late for work and late returning home. Thus, his employer would be upset as well as his parents or guardians. Not only could he be fired for being late, but he could also be emotionally upset due to the trauma of the whole situation. Any change in a client/employee's work situation and/or home environment poses a threat to his job performance. Planning follow-up services to prevent further development and complication of problems is a most effective and cost efficient strategy.

When planning a site visit or even a phone call, the job training specialist should schedule a time that will not inconvenience or interrupt the normal business operation. For example, if the purpose of the visit is to talk with a cafeteria manager, the best times to talk would be early morning or mid-afternoon, not during the lunch rush.

Job sites that are located within a reasonable distance of each other should be assigned to the same job training team. Site visits should be orchestrated to minimize travel time. This will reduce travel between job sites and increase cost effectiveness of follow-up visits. On-going consistent follow-up services must be provided to facilitate the severely disabled population's entrance into competitive work. A flexible dynamic trainer maintenance format is the most cost efficient and effective application of follow-up services.

Summary

This brief paper has been devoted to exploring a rationale for, and techniques to improve follow-up of severely disabled individuals competitively employed. It was suggested that a more systematic approach be taken to provide follow-up of clients. Specific techniques were identified and the cost efficiency aspects of follow-up discussed. We believe that follow-up is a necessary and vital part of the vocational habilitation of severely disabled individuals.

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A THREE YEAR ANALYSIS OF SUPERVISOR EVALUATIONS OF MODERATELY AND SEVERELY HANDICAPPED WORKERS[1,2]

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Abstract

Supervisor evaluations of moderately to severely handicapped persons into competitive employment were analyzed. A total of 239 supervisor evaluation forms were completed evaluating 56 severely disabled workers. Each response on the evaluation form was quantified to provide a numerical total indicating individual scores relative to positive and negative evaluations. Results were discussed in terms of clients presently employed, laid off, resigned, and terminated. Additionally, the effects of job duration and staff training time on supervisor evaluations were discussed. Results indicate that most of the severely disabled employees as rated by their supervisors made adequate to excellent workers when compared to their nonhandicapped co-workers. Additionally, supervisors indicated that project on-site training activities were necessary and non-disruptive. It is also suggested that the supervisor evaluation forms utilized provide essential and meaningful information to project staff concerning the disabled workers/ training and intervention needs.

A Three Year Analysis of Supervisor Evaluations of Moderately and Severely Handicapped Workers[1]

One assessment measure of a handicapped worker's performance on a competitive job site is the immediate supervisor's evaluation. To utilize the supervisor's evaluation as a progress report the evaluation must be taken over time, that is, during initial placement, training, and follow-up. Rusch & Mithaug (1980) emphasize the importance of rating vocational behavior in a manner similar to the way the individual's potential employer would rate it. In Project Employability's case the real supervisor is requested to submit regular evaluations. An investigation by Rusch (1980) to determine if employers differ in their evaluation of work performance by comparison to trained observers indicated that employers and trainers agreed significantly on the quality of a mentally retarded person's work performance. Thus since the trainer's ultimate object is to fade out of the work environment the supervisor evaluation can be used as an indicator of the client's on-going success and development.

Kolstoe (1963) and Bitter (1967) used evaluation forms filled out by a business person serving as the client's boss in a temporary no-pay position at an actual place of business. The authors identified the importance of on-site natural environment assessment in obtaining a useful evaluation. Kolstoe (1963) further asks these questions related to job failure: would closer follow-up supervision reduce job failure and, if so, how much, what kind, and how often? The supervisor's evaluations used by Project Employability were developed to identify the employers' needs in terms of client on-site training and intervention. The analysis of supervisor evaluations which follows begins the formulation of the answer to the questions of how much, what kind, and how often?

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[1] This paper is a three year update of supervisor evaluations first discussed by Hill, M., Hill, J. & Wehman (1980) in Wehman and Hill, M. (eds) Vocational Training and Placement of Severely Disabled Persons, Vol. 11, 1980.

Method

Clients

The work performance of 56 Project Employability clients placed into competitive jobs was monitored through the use of a supervisor evaluation form. The 56 clients were considered severely disabled by the Virginia Department of Rehabilitation and ranged from mildly to severely retarded, with many having multiple handicaps. Table 1 indicates the distribution of the various handicapping conditions.

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Insert Table 1 About Here
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Evaluation Items

The format of the evaluation incorporates seven multiple choice questions with space allotted at the end of the evaluation for general comments concerning the employee's work performance. The first item relates to the employee's punctuality, attendance, appearance, and appropriate use of break time. Item 2 refers to the worker's level of competence in carrying out the job duties. Question number 3 requests the supervisor to indicate the type of instructions necessary when giving directions. Items 4 and 7 refer to the appropriateness of Project Employability's staff involvement. Items 5 and 6 compare the employee with nonhandicapped coworkers in reference to overall job competence and attention to task.

Procedure

The supervisors were handed the evaluation form and asked to return them as soon as possible. Follow-up prompts to return the evaluation were given after one week. When project staff had faded significantly the evaluations were mailed with a stamped self-addressed envelope.

The forms were presented to the supervisors every two weeks for the

Table 1

Disability, Rehabilitation Status, and Present Work Status: 56 Clients Placed Into Competitive Jobs October '78 - March '81

Reported Disability at Placement Date	Number Placed Into Competitive Jobs	Rehabilitation Department Status at Placement	Present Work Status[1]			
			PE	R	LO	T
Mildly Mentally Retarded	4	4 Severe	3	1		
Moderately Mentally Retarded	29	24 Severe 5 None	15	5	3	6
Severely Mentally Retarded	2	1 Severe 1 None	1	1		
Multiple Disabilities	21	18 Severe 3 None	16	3	1	1
TOTALS	56	47 Severe 9 None	35	10	4	7

[1] PE - Presently Employed
R - Resigned
LO - Layed Off
T - Terminated

first two months of employment, monthly for the next two months, and on a quarterly basis thereafter. It was explained that these evaluations would provide a means to monitor the client's progress and enable the project staff to provide appropriate training.

In order to analyze the results of these evaluations all the possible answers for each item were given a weighted value. Weighted values are encased just to the left of supervisor's responses on the sample evaluation form Figure 1 (weighted values are not present on the forms given to supervisors). The first item relates to the employee's punctuality, attendance, appearance, and appropriate use of break time. For each of these the supervisor circled true for a value of +1, while a value of -1 was given for all circled false. Item 2 refers to the worker's level of competence in carrying out the job duties. An answer of (a) was given the value +1 indicating a positive response, (b) was given -1 indicating a negative response. Each subsequent question was weighted in a similar fashion except for item 3 where -2 was given for the (c) response. Item 3 concerns the supervisor's level of involvement necessary to get the client worker to follow instructions. A +1 was given for the (a) response "can just give verbal instructions". A -1 was given for the (b) response "has to give many gestures as well as verbal instructions" and a -2 was given for response (c) "has to show the employee exactly what to do in addition to gestures and verbal instructions". Values were also assigned to any written comments on the evaluations. Positive comments were given the value of +1 and negative comments were given -1. Comments which contained a combination of positive and negative messages were given a value of 0. Evaluations which contained no written comments were also assigned a value

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Insert Figure 1 About Here
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Figure 1

SUPERVISOR'S EVALUATION FORM

TRAINEE/EMPLOYEE'S NAME: ____________________ DATE OF PLACEMENT: __________
JOB TITLE: ____________________ DATE HIRED: __________
JOB SITE: ____________________ CURRENT DATE: __________
JOB COORDINATOR: ____________________

PLEASE CIRCLE ALL ITEMS WHICH APPLY TO THE TRAINEE/EMPLOYEE:

1.	The employee	generally arrives and leaves on time	(+1) True	(-1) False
		maintains good attendence	(+1) True	(-1) False
		takes meals and breaks appropriately	(+1) True	(-1) False
		maintains a good appearance	(+1) True	(-1) False

Comments on False items: ______________________________

2. The employee has:
   - (+1)(a) mastered all aspects of present job
   - (0)(b) mastered many but not all aspects of job
   - (-1)(c) not mastered essential aspects of job to date

3. In order for the employee to follow directions regarding the job, the supervisor:
   - (+1)(a) can just give verbal instructions
   - (-1)(b) has to give many gestures as well as verbal instructions
   - (-2)(c) has to show the employee exactly what to do in addition to gestures and verbal instructions

4. Project Employability staff is present:
   - (+1)(a) an appropriate amount of time
   - (-1)(b) too little according to the employee's needs
   - (-1)(c) too often

5. This employee:
   - (+1)(a) works at a constant rate without reminders
   - (0)(b) stops working occasionally but no more than other employees
   - (-1)(c) frequently stops work and needs to be reminded to return to work

6. The employee is:
   - (+1)(a) a good worker
   - (0)(b) an average worker
   - (-1)(c) a below average worker

7. Does the Project staff in any way interfere with your supervision or plans for the employee? (a) no (+1) (b) yes (-1) (if yes, please briefly describe)
____
____

Other Comments: ______ Positive Comments = (+1) ______
______ Negative Comments = (-1) ______
______ No Comment or Negative with Positive Comments = (0)

( ) = Weighted value of response for quantitative evaluation

SUPERVISOR: ____________________

of 0 in the comment category. To obtain an estimate of the overall quality of each evaluation the values assigned to the answer given on each item were summed to give a score that could range from -12 to +11.

Negative Evaluation ⟵⟶ Positive Evaluation

-12-11-10-9-8-7-6-5-4-3-2-1-0 1 2 3 4 5 6 7 8 9 10 11

Results

A total of 239 supervisor evaluations were returned on 56 disabled workers from the beginning of the project (September 1978) through June 30, 1981. Beginning in September 1980 records were kept of the number of the evaluations given and returned. These data indicate that over 96% of the evaluations given or sent out were returned. The responses given by clients' supervisors were tabulated separately according to the clients' employment status as of June 30, 1981. These responses are indicated in Table 2, as is a summary of the comments which were written on the supervisor evaluations.

Table 2 shows the percentage of supervisors choosing each item response categorized by the client's employment status (presently employed, resigned, laid off, terminated). A total column sums all supervisor responses irregardless of the client/worker employment status.

The supervisors of 44 of the 56 employees wrote at least one comment on an evaluation for a total of 120 comments. The number of positive and negative comments separated by employment status is included on Table 2. A representative sample of the actual comments is listed in Table 3.

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Insert Table 2 About Here

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In addition to these data, a weighted score was given to each possible answer on each item (as described in the Method section). The results

Table 2

Responses to 239 Supervisor
Evaluations by work status: Percent and number
choosing item responses[1]

	PRESENTLY EMPLOYED		RESIGNED		LAID OFF		TERMINATED		OVERALL TOTAL	
	%	N	%	N	%	N	%	N	%	N
1. The employee:										
(a) Generally arrives and leaves on time AGREE:	94	140	96	28	78	21	85	29	91	218
(b) Maintains good attendance AGREE:	88	131	86	25	89	24	94	32	89	212
(c) Takes meals and breaks appropriately AGREE:	84	125	86	27	93	23	73	25	84	200
(d) Maintains a good appearance AGREE:	87	129	90	26	85	23	88	30	87	208
2. The employee has:										
(a) Mastered all aspects of present job	46	69	31	9	18	5	12	4	36	87
(b) Mastered many but not all aspects of job	51	76	52	15	67	18	79	27	57	136
(c) Not mastered essential aspects of job to date	3	4	14	4	15	4	6	2	6	14
3. In order for the employee to follow directions regarding the job, the supervisor										
(a) Can give just verbal instructions	62	92	28	8	37	10	44	15	52	125
(b) Has to give many gestures as well as verbal instructions	23	34	34	10	41	11	21	7	26	62
(c) Has to show the employee exactly what to do before he/she knows what to do	15	23	34	10	22	6	26	9	20	48
4. Project Employability staff is present:										
(a) Too often	1	2	0	-	0	-	0	-	1	2
(b) Too little according to the employee's needs	5	8	0	-	7	2	0	-	4	10
(c) An appropriate amount of time	87	129	90	26	93	25	97	33	89	213
5. The employee:										
(a) Frequently stops work and needs to be reminded to return to work	12	18	17	5	11	3	35	12	5	38
(b) Works at a constant rate without reminders	50	74	34	10	48	13	12	4	42	101
(c) Stops working occassionally but no more than other employees	38	56	34	10	41	11	53	18	40	95
6. The employee is:										
(a) A good worker	64	96	45	13	44	12	26	9	54	130
(b) An average worker	32	48	48	14	52	14	41	14	38	90
(c) A below average worker	3	4	7	2	4	1	29	10	7	17
7. Does the Project staff in any way interfere with your supervision or plans for the employee?										
(a) No	98	146	97	78	96	26	97	33	97	233
(b) Yes	0	-	0	-	0	-	3	1	1	1
Evaluations With Comments Written in (N=120)										
Positive Comments	64	77	41	89	24	29	11	1[illegible]	45	54
Negative Comments	7	8	18	22	24	29	26	31	15	18
Both positive and negative comments	29	35	41	49	52	62	63	76	40	48
Ratio of Evaluations Without Comments	58	86	42	12	23	6	44	15	58	119

[1] Supervisors in some instances did not complete all questions.

Table 3

Sample Comments from Supervisor's Evaluation Forms

Name	Placement Date(s) & Work Status	Positive Comments	Positive/Negative Comments	Negative Comments Only
Jack	1. 6-28-79 Resigned: 9-79	Jack is a very good employee, his work performance is good, and he always gives 100% effort. We would like to keep him on as a regular. (8-7-79)	Jack has some problems with coordination, but is making steady progress. (3-22-79)	
	2. 5-26-80 Terminated 6-11-81	This employee works well with others and does a good job. He makes sure all his duties are done before he leaves and is more than willing to do extra work that might need to be done and mostly on his own. (1-81)	Jack is doing an outstanding job considering his disability. He does need work on his ability of placing objects lightly. (7-24-80) The work on Jack is tremendous. A lot of time has been spent. Thus more time is needed to continue on this course to be totally successful. (10-1-80)	
Helen	1-30-81 Presently Working	Helen is invaluable to Ponderosa and this steakhouse. She has learned well and is most productive. (2-27-81) Helen has adjusted quite well to our work requirements. She has become one of our most productive employees. (3-30-81) As prior, Helen is doing an excellent job. (4-27-81)	Item #2A job tasks are general in nature of assignment and limited. Item #4A In consideration of tasks (assigned) I presently determine the Project Employability staff member too frequently present. A must is ones capability/workability without direct supervision. (2-13-81) I feel Helen has reached the point of diminishing return in her present work requirement. I wish to have conference with you-(P.E. staff name)- concerning this. (7-1-81)	
Suzy	12-10-80 Presently Working	From what I can see, Suzy is doing a very fine job and we're glad she's here. (1-7-81)	Suzy gets upset if she makes a mistake. I have sat and talked to her and tried to make her understand that we all make mistakes and I hope this helped. (3-9-81)	Suzy has had a problem with her temper lately and we are not trained to handle this. Maybe one of your staff could come to see her and talk. (6-29-81)

Table 3 - Continued

Name	Placement Date(s) & Work Status	Positive Comments	Positive/Negative	Negative
John	12-31-79 Presently Working	John has been doing a lot better than previously. (4-15-81)		Can do a better job when he wants to. Too many excuses for not working that are not justifiable. (11-3-80)
Mickey	10-27-80 Presently Working		I consider Mickey an excellent employee except for his sense of timing pertaining to coming to work. Although he is not late, his earliness is sometimes disturbing. This I attribute to his concern for being at work where he is useful. (2-16-81)	
Bart	10-29-80 Laid Off 4-14-81		Bart forgets to do essential parts of his job. He is still not placing his dish machine curtains in the proper places. Bart, on some occassions doesn't clean the dishroom as rapidly and as well as necessary. I feel with some assistance from Project Employability staff these things can be overcome. Bart's problem areas tend to jump from one thing to another. He needs more supervision than most employees. To date Bart's social skills have not been a problem. He interacts well with other employees as well as with supervisors. (1-15-81) I feel Bart has improved in his job skills. However I feel when Bart leaves on 4-14-81 he may have some problems. He is constantly telling me he does not care to leave, etc. (3-30-81)	Bart needs to keep water off the floor when washing pots. (11-13-80) Bart forgets to do something when closing dish machine. Generally it's the same thing daily. (12-8-80)

Table 3 - Continued

Name	Placement Date(s) & Work Status	Positive Comments	Positive/Negative	Negative
Karen	7-1-80 Presently Working	I am very pleased with Karen's work performance. She shows a willingness of wanting to work and seems to be very enthusiastic about her job. (8-6-80) Karen has finally opened up towards other coworkers as far as speech, joking around and generally showing how much she enjoys working with them. (10-1-80)		
Larry	8-28-79 Terminated 3-25-80 1-20-81 Terminated 5-7-81		Larry is a good worker but he doesn't seem to have the drive and interest in his work like he had when he first started. (1-17-80) Larry is doing better-but still, if there is a job he dislikes it will not get done and while doing it he requires a lot of supervision. (3-30-81)	Larry should use a little more care in handling the dishes to keep the breakage rate down. (10-24-79) Larry has the attitude that when told to do a task or when being checked up on that he is being picked on-tends to talk back. (5-1-81)
Nicky	3-11-81 Presently Working	Nicky has done well for the short amount of time he has been here and we look forward to him staying with us for awhile. (3-25-81) Nicky is doing fine, we are having no problems at this time. (4-81)		
Ross	4-18-80 Presently Working	The project staff should be congratulated. Miss ______ has been a gem to work with. She is not pushy and wants what's good for the job. (6-19-80)	Will do but just don't truly understand. (1-81)	Must be told to start work after breaks and lunch. He has problems at home and it has drastically affected his responsibility here. Mr. ______ is not the same person-he now has an attitude. (10-7-80)

indicated that these scores ranged from -6 to 11, with an overall of 5.04. When separated according to employment status, the mean for those still employed was 6.48, laid off 4.85, resigned 5.03, and terminated 3.88

In Table 4 the number of months that the client had been working at the time of each evaluation was compared to the average evaluation score and separated according to employment status. Evaluations returned during the clients' first working month for example, were summed and averaged to indicate the overall supervisor reaction to the clients at this stage of their employment. Further categories included the second month, the third through sixth month and bi-annually to 24 months of employment thereafter.

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Insert Table 4 About Here

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In Table 5 the number of staff hours of intervention provided at the job site for each client are compared to the client's average evaluation scores.

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Insert Table 5 About Here

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Discussion

As represented in Table 2 the results of these evaluations indicate overall that supervisors tend to rate these handicapped employees quite highly. Even those who have not kept their jobs were often rated quite highly in some areas.

The supervisors' evaluations of the employees' work habits as to punctuality, attendance, appearance, and use of meal and break time indicate little difference between employment statuses. Thus it appears that these are not major problems. Some minor or potential problems may be seen in the items that fall below 80 percent: meals and breaks for those who were

Table 4

Average Supervisor Evaluation Scores[1] According to Current Employment Status and Number of Months Employed

Employment Status	Months Employed 0-1	1-2	3-6	6-12	12-18	18-24	Over 24	TOTAL
Still Employed	7.13 *N=38	7.21 N=29	7.48 N=25	6.00 N=18	5.5 N-18	4.69 N=16	3.20 N=5	6.48 N=149
Resigned	5.91 N=11	5.5 N=4	2.57 N=7	5.67 N=6	- N=0	7.0 N=1	- N=0	5.03 N=29
Laid Off	5.25 N=8	3.80 N=5	5.27 N=11	2.0 N=1	6.0 N=1	4.0 N=1	- N=0	4.85 N=27
Terminated	3.18 N=11	3.88 N=8	5.78 N=9	2.40 N=5	2.0 N=1	- N=0	- N=0	5.75 N=34
TOTAL	6.07 N=68	6.11 N=46	6.06 N=52	5.20 N=30	5.5 N=20	4.17 N=16	3.20 N=5	5.75 N=239

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[1] Score= Sum of values given for each response divided by the number of responses (see Method section)

N=number of supervisor evaluations returned during period.

Negative Evaluation ←——→ Positive Evaluation

-12-11-10-9-8-7-6-5-4-3-2-1-0 0 1 2 3 4 5 6 7 8 9 10 11

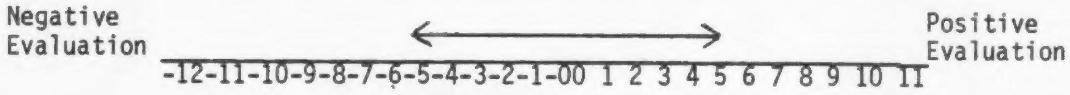
Table 5

Average Supervisor Evaluation Scores by Current Employment Status by hours of staff intervention

Intervention Hours

Employment Status	<1	1-10	10-25	25-50	50 & Over	Total
Still Employed	6.0 * N=63	6.64 N=36	7.40 N=15	5.57 N=14	6.0 N=8	6.28 N=136
Resigned	4.80 N=5	2.40 N=10	7.75 N=4	7.5 N=2	7.0 N=4	4.88 N=25
Laid Off	5.50 N=2	5.89 N=9	3.50 N=4	3.0 N=1	7.0 N=1	5.18 N=17
Terminated	2.20 N=5	4.83 N=12	3.11 N=9	2.0 N=1	6.0 N=2	3.83 N=29
TOTAL	5.65 N=75	5.58 N=67	5.75 N=32	5.44 N=18	6.33 N=15	5.68 N=207

*N=Number of supervisor evaluations returned at each level of staff involvement.



terminated (73%) and punctuality for those who were laid off (78%).

Since the same evaluations were used for many levels of training, it was expected that many of the employees would not yet have mastered all aspects of their jobs. Overall, 36 percent of the evaluations stated that the employee had mastered all aspects of the present job, 57 percent had mastered many but not all aspects of the job, and only six percent had not mastered essential aspects of the job to date. In this item a notable difference is seen between those still employed and those who have lost their positions, with a great deal more of those still employed evaluated as having "mastered all aspects" and a great deal fewer of them evaluated as "not mastered essential aspects". Those who differed the most from those in the still employed group were the terminated group. The correlations found here indicate that this is a question which will definitely aid in assessing an employee's progress and predicting his success.

Answers to the question which asked the supervisor to indicate the type of instructions necessary when giving directions also varied between clients of different employment statuses. Sixty-two percent of those still employed could be given verbal instructions only, consequently smaller percentages had to give gestures or show the employee exactly what to do. Of all the evaluations received, 52 percent could give only verbal instructions and 46 percent had to give more than just verbal prompting.

The need for supervisors to provide more detailed instruction for this population is evident. The data reaffirm the need for trainers to remain on-site until the client's prompting needs are reduced and become more parallel to the nonhandicapped co-workers.

The appropriateness of Project Employability's intervention was assessed in items 4 and 7. Overall, 89 percent of the employers stated that project staff were present an appropriate amount of time. The fact that the highest percentage of (c) answers (an appropriate amount of time) was for those who have since been terminated indicates that the employers did not feel that project intervention could have prevented firing. Most of the employees whose evaluations indicated that project staff were not present often enough ended up keeping their positions. The project staff responded to the employer's "call for assistance" by intervening immediately to provide needed support for the client's continued employment. The only evaluations that stated that the project staff were present too often were for clients who are still employed. In this case, also, the project staff responded to this information by adjusting the hours on-site accordingly. Of the 239 evaluations, on only one did an employer indicate that the project staff interfered with the supervisor's plans for the employee, and that employee has since been fired. This indicates how supportive the great majority of the employers were with Project Employability's trainer/advocate model.

Some differences between those of various employment statuses were also noted in employees' ability to keep working at a constant rate. Those who still have their positions are most likely to work at a constant rate without reminders while those who have been terminated are least likely to keep working without prompts. Overall, 82 percent of these employees (88 percent of those still employed) work at least as consistently as other nonhandicapped co-workers.

Additionally, 92 percent of these employees are rated as average or better workers. In a general estimation of the quality of work, notable differences are found between those of different current employment statuses. Those who have been terminated were rated the lowest and those who have resigned or have been laid off were given medium range ratings. It is interesting that there is an observable difference in those rated below average, with considerably more of those terminated rated below average than those who were laid off or resigned. This is an indication that once the employer indicates that the employee is a poor worker salvaging the job becomes difficult.

As negative items appeared in an evaluation, project staff would follow up, spend more time on a job site, develop a program to help the employee, etc. and generally try to respond to crisis needs as necessary. It should be noted here that caution must be taken in reinforcing employers for making negative comments. Periodic reinforcement should be provided for employers submitting positive evaluations.

Although more than half of the evaluations returned contained no written comments, those which did include comments offer interesting feedback. Of the 120 which were returned, 45 percent of the comments were positive, 40 percent were a combination of positive and negative items, and 15 percent were negative. As expected, those who are still employed received the most positive comments and those who have been terminated received a significant number of negative comments. Those who have been laid off also received a significant number of negative comments. This may be explained by the fact that many of the clients laid off had jobs destined to last only a certain amount of time (e.g. CETA jobs), perhaps the supervisor put up with the employee, knowing the job would soon be over. Another explanation of frequent negative comments for clients laid off may have been the employers' reluctance to "fire" a handicapped person due to feelings of guilt or altruism.

Table 3 illustrates the variety of comments made on these evaluations. Positive comments are excellent reinforcers for project staff and clients, yet the negative comments tend to fit the category of constructive criticism and can often be viewed as extremely helpful. Specific comments tend to be more helpful and future evaluation forms might direct the supervisor to provide greater detail.

When the number of months that the client had been working at the time of each evaluation is considered, it appears that the average evaluation score slowly declines over the months as indicated in Table 4. This may be due to the fact that, as the project staff fade out, the evaluation becomes a more important communication tool between employer and staff than when the staff is often on-site and the employer can tell the staff person about any problems daily. Yet many problems surface in written evaluations that had not been breached face to face with the trainer. Another reason could be related to the smaller number of evaluations in the groups which had been employed the longest; the mean scores would be more drastically affected by a single poor evaluation. In order to improve the utility of these evaluations, employers could be encouraged to put into writing any suggestions, complaints, etc. that are not likely to be verbalized to the project staff.

The data in Table 5 indicate that for the group of clients "still employed" the evaluation scores are evenly distributed in terms of amount of intervention, with the 10-25 hour category receiving the highest evaluation scores. These data supports the contention that choosing the appropriate amount of time provided in intervention training is one of the most significant factors related to job success. Additionally, where clients were receiving 50 plus hours of direct intervention the evaluations are high, averaging 6.33 overall. These data support the idea that the on-site trainer is a successful advocate for handicapped workers, especially when many hours of training are required to teach the more severely disabled worker job skills.

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